



THE AMERICAN
School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

VOLUME 114, NUMBER 4

APRIL, 1947

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THE AMERICAN School Board Journal

A Periodical of School Administration

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TABLE OF CONTENTS

Cartoon: A Professional Problem: Which Path to Take, <i>Marasco</i>	17
Business Administration in City Schools, <i>W. E. Rosenstengel</i> and <i>Willard S. Swiers</i>	18
The Perpetual Crises in Teaching, <i>B. F. Pittenger</i>	19
State School Board Associations Take the Lead, <i>Clyde B. Moore</i>	21
Principles Governing Teacher Appointment to Permanent Status, <i>Theodore G. Grieder</i>	23
May Education Be an Evil?, <i>Edward A. Fitzpatrick</i>	25
Fremont's Speech and Hearing Program, <i>Alice Greiner</i>	26
Newer Thought on School Heating, <i>Will Hayes</i>	27
The Rights and Responsibilities of Parents in the Education of Their Children, <i>J. Hartt Walsh</i>	29
Desirable Supervisor-Teacher Relationships, <i>J. L. Oppelt</i>	30
Scheduling Salaries for Teachers, <i>Clarence A. Newell</i>	31
A Suburban Community Meets Its School Building Needs, <i>O. E. Domian</i>	34
Planned for Adequacy and Flexibility, <i>Wade C. Fowler</i>	39
The A.A.S.A. Resumes	41
Council of School Board Associations Progresses	43
Education's Largest Exhibit, <i>John F. Faber</i>	44
Omaha Schools Face Acute Financial Situation, <i>Harry A. Burke</i>	45
Triumph for School Modernization, <i>Mark Price</i>	47
Word from Washington, <i>Elaine Exton</i>	50
Why Not Economize?, <i>Gregory Cooper</i>	54
When the School Board Association Goes Into Action, <i>Herbert B. Mulford</i>	54
New Albany Schools Recognized	70
EDITORIALS:	
Progress Made by School Board Organizations	48
The Teacher Shortage	48
Schools and Politics	48
School Cafeteria Administration	49
School Administration News	59
School Law	62
School Board News	64
School Board Conventions	66
New Supplies and Equipment ..	86
School Building News	68
School Business Administration	69
School Finance and Taxation	72
Personal News	85

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The contents of this issue are listed in the "Education Index."



For the Summer Buying Season

The preoccupation of school executives with the teacher shortage, salary increases, and federal and state aid legislation, cannot be allowed to distract the school boards from carrying on enlarged programs of summer school repairs and replenishment of equipment and supplies inventories. Since 1939 there has been hardly a school system which has done a normal job of needed repairs and remodeling. Similarly, hardly a school has been able to obtain the full amounts and kinds of teaching aids, furniture, and equipment so badly needed to meet the increased demands of its several departments.

If the coming summer will not see the new construction of school buildings in full swing, there is no reason why school boards should delay repairs and replacements, and even undertake remodeling jobs. As far back as 1945 several Washington government agencies urged that "first consideration should be given to deferred maintenance and repairs." Materials in most building areas are expected to be fully available by the middle of the year.

While it is true that prices are high and many items can be obtained only after some search, the factories which manufacture desks, seating, laboratory equipment, audio-visual machines and materials, and the endless variety of teaching materials are all running at one hundred per cent capacity and no school need be without a fully ample stock of the articles needed by teachers, janitors, etc.

The great exhibition at Atlantic City gave evidences of notable progress in inventions for school use — ranging from white writing boards to television machines. The school boards which want to do a real job of postwar reconversion must move forward in buying ample equipment and in finding new and better things for their schools. The advertising columns of the AMERICAN SCHOOL BOARD JOURNAL can be of distinct value as effective sources of information and guidance in this important task. An inquiry on the Form on page 87 will bring prompt information.

THE EDITORS

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THE AMERICAN School Board Journal

Volume 114, No. 4

APRIL, 1947

Subscription, \$3.00 the Year



A PROFESSIONAL PROBLEM: WHICH PATH TO TAKE.

Business Administration in City Schools

(continued)

W. E. Rosenstengel¹ and Willard S. Swiers²

Training and Experience of Business Managers

In industrial concerns the heads of the various departments are largely responsible for the efficiency of their departments. If the head is poorly trained and is lacking in experience, his department will not realize its potentialities. The same may be said of the head of any division or department of a school system. The school business manager is usually the head of all business affairs of a school system and should be trained not only in business administration but also in educational administration.

Twenty years ago, A. L. Heer³ found that the median number of years schooling beyond the elementary school of business managers in cities with 25,000 or more inhabitants was five. He also found that approximately one business manager in three has spent four years in college and that very few of them have taken special courses which would better qualify them to perform the functions of the school business manager.

The following table shows something of the training of 114 business managers who are now employed by the public schools in all sizes of cities.

TABLE III. Education Training of Public School Business Managers

Group*	number	Total	High school graduates	College graduates	Master's degree	Business college
		No. Per cent	No. Per cent	No. Per cent	No. Per cent	
I	6	5	83.3	4	66.6	0 00.0
II	13	13	100.0	8	61.5	5 38.4
III	18	17	94.4	9	50.0	3 16.6
IV	39	35	89.7	18	46.1	11 28.2
V	38	36	94.7	24	63.1	9 23.6
Total	114	106	93.0	63	55.2	28 24.6
						36 31.6

*Group I above 500,000 population; II, 151,000 to 500,000; Group III, 76,000 to 150,000; Group IV, 26,000 to 75,000; and Group V, 0 to 25,000.

One hundred six or 93 per cent of the 114 business managers have completed high school, 63 or 55.2 per cent are college graduates, 28 or 24.6 per cent have received the master's degree, and 36 or 31.6 have completed business college training. It is interesting to note that there were eight business managers who have not been graduated from high school. One business manager reported that he failed in the junior year of high school. Heer found that only one in three business managers had finished college, while this study shows that approximately one in two were graduated from college. It is also significant to note that approximately one in four holds the master's degree.

The 63 business managers who graduated from college were asked to give their major and minor fields of study. There is no indication from the information received that there is any uniformity in the matter of college training of these business managers. For example, of the four business managers in Group I who finished college, no two had the same major or minor field of concentration. In Group II, two persons completed their major fields of work in educational administration and their minor fields were history. There were two persons in Group III who had a major in education and a minor in business administration. In this same group there were two persons who had a major in business administration and a minor in science.

Listed below are the major fields of concentration pursued by more than one business manager. A complete listing of those ap-

¹Professor of Education, University of North Carolina, Chapel Hill.

²Principal of West School, Gastonia, N. C.

³A. L. Heer, *The Present Status of Business Executives in the Public Schools of the United States in Cities With Twenty-five Thousand Or More Inhabitants*, Unpublished Doctor's Thesis, Ohio State University, 1926.

pearing only once would run the entire gamut of college offerings from speech to mechanical arts, including law, philosophy, physical education, and history.

Major Subject	No. of Persons Completing Major
Education	10
Business Management	6
Economics	6
English	5
Mathematics	4
Accounting	4
Commerce	3

Of the 63 business managers who were graduated from college, 38 concentrated their major fields of study in 7 different areas while the remaining 25 represented 25 different areas of college work. This would tend to indicate that public school business managers were not selected upon the basis of college training. These facts would also indicate that these business managers had no idea of entering this field of work while in college. Only approximately one in three took work in college that would have direct relationship to the work now being done.

Of the 28 business managers who completed the master's degree, seven majored in educational administration, seven in education, four in business administration, and one in school-business administration. The other nine had majors in nine different fields. There seems to be a little more evidence that the major fields of concentration on the graduate level have more direct bearing upon the work being done. It is encouraging to note that the one area of college work pursued on the undergraduate and graduate level by the greatest number of persons was education.

One would think that previous experience would be a factor in selecting a school business administrator since a great percentage of the administrators did not have special college training for the position. The 114 business managers were asked to give their previous experience. Table IV shows the previous experience of the public school business administrators.

TABLE IV. Previous Experience of Public School Business Managers

Experience	Group I	Group II	Group III	Group IV	Group V	Totals	Per cent
Business	2	6	10	15	15	48	42.1
Education	2	3	3	10	6	24	21.0
Business and Education	1	4	4	9	14	32	28.1
None	1	—	1	5	3	10	8.8
<i>Totals</i>	<i>6</i>	<i>13</i>	<i>18</i>	<i>39</i>	<i>38</i>	<i>114</i>	<i>100.</i>

There were 10 or 8.8 per cent of the business managers who had not had previous experience, 32 or 28.1 per cent who had experience in the fields of education and business, 24 or 21 per cent who had only educational experience, and 47 or 42.1 per cent who had only business experience. It is interesting to note that 56 or 49.1 per cent of the business managers had had some experience in public school work.

Of the 56 who had some experience in the field of education, 27 had experience as teachers, 16 had experience as teachers and principals, 8 had experience as teachers, principals, and superintendents, 3 had experience as teachers and superintendents, and 2 had experience as superintendents.

There were 80 or 70.2 per cent of the business managers who had previous business experience of some kind. Sixteen of these 80 business managers had previous experience in business as managers and accountants; 15 as accountants; 13 as managers, salesmen, and accountants; and 7 as managers and salesmen. The other 39 had previous experience in the several combinations of management, sales, production, and accounting. It is encouraging to note that approximately 50 per cent of the business managers have had some experience in the field of education. This experience should give them an educational point of view.

The next article will give the work of the business manager in connection with school finance.

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Education

The Perpetual Crises in Teaching

B. F. Pittenger¹

Educators and laymen are now agreed that a primary cause of the present dearth of teachers and prospective teachers is the discrepancy that exists between teachers' salaries and postwar living costs, and the greater and more rapid rise of the income of workers in other occupations. Teaching, always an underpaid profession, is financially worse off today than it was before the war; and prewar salaries were insufficient to attract well-qualified men in any considerable number, or even enough competent and well-prepared women to meet the schools' needs. Unquestionably, salaries are a critical factor in determining the number and quality of available teachers, both in good times and bad.

When times are good economically, the competition of wages and salaries in other fields and the pressure of high prices always reduces the supply of available teachers far below the requirements. When times are bad and general unemployment is at a high level, the prestige of teaching temporarily rises, most legally certificated teachers flock back to the schools, teacher-training institutions are besieged by applicants, and so far as the number of teachers who are available is concerned, the crisis engendered by good times is over. For this reason, some persons have suggested that the salvation of the schools lies in a return to depression conditions, with a huge reduction of wages and prices all along the line.

Teachers in Hard Times

It seems hardly necessary to point out the fallacy of this proposal. If the prosperity of the schools depends upon the distress of the nation, something is seriously wrong with both the schools and the nation. Obviously it cannot be true; one member of our social family cannot prosper for long at the expense of all the rest. Also, it will be remembered that the late economic depression cut the national income almost in half. What sane person would choose to take tens of billions of dollars out of the national income every year, in order to save the two or three billions that are needed to put teaching upon a satisfactory competitive basis with other callings? A stabilization of prices and wages and other incomes, perhaps at a lower level than at present, would doubtless be of advantage to everybody, including teachers. But let us strive to maintain good times, with a high level of production and plenty of work for all, and permit teachers to share equitably in the general prosperity.

It should be noted further that the apparent improvement in the teacher's sit-

uation when times are bad, is fictitious. True, today thousands of classrooms are occupied by substandard teachers, or are without any teachers at all. But during the early 1930's, at the height of the depression, thousands of schools also were closed, in many others the term was shortened, kindergartens and other special services were abandoned, and salaries were generally reduced until the relatively high position that teaching enjoyed in the early days of the crisis was wiped out. Then, as now, oddly enough, the cause was lack of money. Today, owing to legal and psychological inhibitions, school revenues do not increase fast enough to keep pace with the almost explosive leaps of wages and prices. At that time, because of the scarcity of money taxpayers forced reductions of property valuations and tax rates; and tax income to the amount of hundreds of millions of dollars became delinquent. In bad times as well as good times the schools experience financial stringencies; and since all times seem to be either bad or good, or to lean strongly in one direction or the other, a cynic might easily be persuaded that a perpetual crisis is the inescapable lot of teachers and the schools.

How Correct Disruptive Fluctuations?

As a matter of fact, under present conditions that is almost the case. There seems never to be enough money available to pay teachers as they should be paid, and to provide all of the necessary supplementary services and facilities. The pessimist's position is entirely tenable if we admit that the future most forever duplicate the past, and that the conditions which have produced this situation are unalterable. Hope for the future depends upon the possibility of changing or controlling these conditions.

The basic condition that calls for correction is the series of "boom and bust" cycles, the gross fluctuations between good times and bad times, that have been the bane of our free economy. More than nine tenths of the money that supports the schools and pays the teachers' salaries, comes from taxes. In bad times the sources of these taxes dry up or the taxes themselves go largely uncollected; in boom times these tax sources cannot be expanded rapidly enough to keep up with expanding needs. As things now stand, the schools hardly recover from the one sort of crisis before they are thrown into the other. If we are to rescue education from this perpetual state of "jitters," all friends of the schools must join with other responsible citizens in seeking to eliminate these disruptive ups and downs. With a fair degree of continuity in the prosperity level of the nation,

the tax resources of the schools could be stabilized at the highest level that the public would support, and could be expanded as rapidly as public appreciation warranted.

Fortunately, the tragic experiences of the past twenty years have convinced a large number of Americans that these grossly distorted economic cycles must be abolished. The life of the business community and the continuation of the capitalistic economy are at stake. Large sections of the population will not forever tolerate these waves of senseless extravagance succeeded by dire poverty, even if the starvation and utter misery involved are "passed around." In the teacher's case they are not passed around, for his condition is injured by either extreme. It therefore behoves all teachers, both as citizens and as protectors of their own profession, to co-operate in efforts to control, and ultimately to cure, this festering sore upon the body economic.

Meeting Irreducible School Needs

But necessary as these processes of control and cure may seem to be, there is no guarantee that they will soon be satisfactorily achieved. Possibly the American people as a whole (do not want them, or) are not yet ready for them. The less responsible elements in our business world may still prefer to foster "boom and bust" methods, in the hope that they may gain something when others are losing everything. And even if the country should decide to try to end these vicious cycles, the matter of ways and means would constitute a problem. The formula for achieving this goal has not yet been fully developed; and ways and means are usually as violently debated as are the ends themselves. Furthermore, a perfect smoothing out of the prosperity curve is more than can reasonably be expected. There will always be at least relatively minor ups and downs. Hence, while friends of education may labor hopefully to advance the cause of a perpetual prosperity, they must not make it their sole dependence but must at the same time give attention to other factors and conditions.

The curves of our present troubles, as has been shown, are first the quick decline of school revenues at the onset of depressions, and second their retarded improvement when boom times arrive. It is easier to suggest palliatives for the first of these conditions than for the second. For the first, it seems mainly necessary to commit the state and all the other agencies of school support, to provide under all circumstances a specific and normally sufficient amount of money per child or per teaching

¹Department of School Administration, College of Education, University of Texas, Austin 12.

unit. In most states at present the legal prescriptions are in terms of maximum tax rates, whose productivity is directly although often belatedly determined by business conditions. Since these tax rates are fixed, their fruitfulness may approach the vanishing point when times become especially bad. But if the prescription were in terms of a minimum amount for each one of some sort of educational unit, in bad times the tax rates would be raised automatically or a portion of the needed total would have to be obtained from other sources.

The mention of "other sources" suggest other reforms in the plans for the tax support of schools, which are needed in most states. For example, school support should rest upon as broad a base, as wide a variety of tax sources, as possible. Most of these sources do not fluctuate in their productivity either simultaneously or proportionally. Some — like income or sales taxes — are collectible under all circumstances, while others — of which the general property tax is a conspicuous example — become almost completely nonproductive when times are bad. The schools' dependence should rest mainly upon those sources that will fluctuate least with the changes in economic conditions.

The Evil of Earmarked Funds

Here one is reminded of a practice that is now followed in many states, and carried to a dangerous extreme in several, of "earmarking" the yield from each specific tax source for the support of a different specified public agency or service. This method has achieved the status of a general policy in some states; with the result that advocates of the establishment of any new service or the expansion of any old one are expected to indicate the tax sources from which the necessary supporting funds can be derived. The method is quite effective in discouraging the creation of new state agencies; but it provides existing agencies with the comfortable assurance of a definite basis of support, at least for the time being. But it has obvious deficiencies. Since there is no necessary correspondence between the productivity of a source and the needs of the agency to whose support it is assigned, some services are likely to be overnourished while others are starved. Existing agencies and services acquire a vested claim upon their respective tax sources; and after a time, when all of the available or acceptable sources have been assigned, the establishment of new agencies and services becomes practically impossible. Of especial significance to education is the tendency in several states to place the bulk of the burden of school support upon expendable natural resources. Thus, in some, taxes upon oil and gasoline are a favorite source of school revenue. But oil is a limited, nonreplaceable resource. When the supply is gone or greatly depleted, the schools in the oil-dependent

states will face a new sort of crisis that might have been avoided by better forethought and planning.

General Revenues for Schools

The remedy for the "earmarking" evil is rather evident. It consists in turning the proceeds from all tax sources into a single reservoir, which might be called the "general revenue," and in appropriating out of this reservoir the moneys that are needed for the support of all public services and agencies for which the state has made itself responsible.

Obviously, the first of the foregoing proposals raises a serious psychological problem and possibly an economic difficulty. The taxpayers' reaction to an increase in tax rates in the midst of a disastrous depression can be imagined. Probably many of them would meet it by refusing to pay their taxes at all. The idea is workable to the extent necessary to be protective for the schools only if depressions can be held to "recessions" that are comparatively small. The suggestion is therefore not a substitute for efforts to reduce the ups and downs in the economic curve. It could only lessen the destructive consequences of such "downs" as remained, and would do little or nothing to ease the impact of the "ups." The other proposal must doubtless await the appearance of more businesslike methods in the management of state financial affairs.

One easement of the legal inhibitions that delay the readjustment of school income to meet the suddenly increased demands incident to the onset of a boom would be the abolishment of a fixed upper limit on the rate of taxation of general property, in states where the local district property tax is still a major resource for school support. If the local school tax rate — except possibly for a minimum requirement — could be left to the judgment of the local taxpayers, the adjustments necessary to keep teachers' salaries and other school costs in line with rising wages and prices could be made much more readily. Statutory or constitutional limits on local tax rates are an anachronism, designed to protect property holders rather than to guarantee the support of schools and other local services. Some adjustment, of course, is possible by manipulating assessment rates; but there is a finality about assessment-rate changes that does not necessarily characterize tax-rate changes, which makes this method generally less acceptable to the popular mind. The simpler and more workable method is to free the general property tax from a state-prescribed upper limit.

The Real Cure

But here again we have only a palliative, not a cure; largely because the local property tax is diminishing in importance as a substantial source of public school revenue. The trend is a constant enlargement of the proportion of school support

that is supplied by the state, and a corresponding reduction of local effort. State tax rates are fixed by either the legislature or the constitution, or both. Commonly an upper limit is set in the constitution, while the actual rate or limit — which cannot exceed the constitutional limit — is fixed by statute. Here, the flexibility needed to adjust the support of state services to the demands of boom times will be facilitated by eliminating constitutional restrictions and authorizing the legislature to fix the rates of taxation on state sources. If elimination is impractical, then the constitutional limits should be placed as high as possible.

So far we have treated the perpetual crises in teaching as if they were a product of our economic up and downs. But as the critical reader will observe, that is not the whole story. There is also the fact that never — in good times or bad times, or in-between times — are teachers' salaries generally high enough to attract and hold the quality of persons needed in sufficient numbers adequately to staff the schools. There must be, without question, a substantial improvement in the *relative* economic position of the teacher at *all* times. There must also be enough money to provide enough teachers so that their work loads may be held to a reasonable maximum, and to supply essential school facilities and teaching aids. As long as, and to the extent that, the funds provided for education fall short of these requirements, just that long and to that extent there will exist a crisis in teaching, irrespective of our economic cycles. The only evident remedy for this aspect of the matter is continued effort to educate the public to a better appreciation of the values of education and a clearer understanding of the needs of teachers and schools.

But even in this connection it is important to note that these recurring economic cycles seriously interfere with the improvement of popular attitudes toward school support, because they keep the public eternally tax conscious and in a defensive state of mind. When people are pressed to find the means to buy food and pay rent, or to find available housing accommodations and food to buy at any price, it is difficult to fix their attention upon the advantages of education and the needs of the schools, and especially difficult to convince them of the need for higher taxes. A fundamental factor in successful efforts to build an adequate and dependable financial structure for public education is the elimination of those "boom and bust" cycles from our economic life.

BOOK WEEK 1947

The 1947 Book Week will be observed November 16 to 22. The slogan, "Books for the World of Tomorrow" has been adopted, which highlights the role of good books for boys and girls as guides to clear thinking, sure understanding, and high adventure in the world of tomorrow.

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State School Board Associations

Take the Lead *Clyde B. Moore¹*

School board members have been before the American public for a long time. They were on the scene before there was a United States of America. During all these years and decades they have been lauded and damned; they have been criticized and caricatured. Many boards, probably most, have rendered a devoted public service. A few members have gone to jail and to date I know of none who has been seriously considered for sainthood. The vast majority, however, have been straightforward, hard-working men and women devoted to American ideals, to the task of an ever improving citizenship to be advanced by our public schools. Without remuneration, and often at considerable personal sacrifice, they have accepted the call of the people, withstood sharp criticism and, at times, the stings of mean and unfair thrusts, to insure a constructive educational program for the communities they represent. Historically and legally boards of education must exercise leadership. This leadership has never been more important than now. It is less circumscribed today than ever before. The circumstances of our national development have made boards of education not only a local force but a significant influence in their respective states and to no small degree on a national basis. To their credit the facts have been faced and their efforts have been so organized as to meet the educational challenges of the day. Boards have organized state associations in order that they may meet and sustain their public trust more fully than would be the case if each stood alone. But what of these state associations? If they take the lead where do they take it? For whom and how? Let us note a series of pertinent propositions.

Pooling Interests and Solving Problems

1. *A state association provides a means whereby members of local boards may pool their interests and experiences for mutual benefit.* The local school is more than a local institution as all boards of education know. It is and must continue to be a local institution of grave responsibility, but it is also a part of an intricate social network which must be generally recognized. The boy in a remote and isolated district may shortly be thrust into a state or national position of first importance—in science, finance, religion, politics, letters, or some other field of human interest. School board members soon come to realize this and seek to join hands with

¹Professor of Education, Cornell University and Past President, New York State School Boards Association. Read before the School Boards Discussion Group, A.A.S.A., Atlantic City, March, 1947.

their associates in other communities to the end that their respective school systems may become better both individually and co-operatively.

There are advantages in comparing one school system with another, not in a technical or professional sense alone, but in the practical give-and-take of thoughtful board members of various occupations and interests. They are all responsible for schools established under the constitution and statutes of their commonwealth. Some systems are small and some are large; some are wealthy and some are poverty stricken; some are sparsely populated and others have dense populations. These differences but suggest the variety of problems which inevitably confront the various boards of education of a state. Each district is unique and yet it holds many characteristics in common with other districts.

It is not enough for the boards of two or three neighboring districts to depend upon such a limited opportunity for mutual understanding. The good neighborhood policy between two districts is laudable, and we wish it were the universal policy, though unhappily this is not always the case. What is generally needed is a much larger association with representatives from the various types and sizes of districts presenting their policies and problems for the common good. Through a representative state organization facts can be gathered, ideas expressed, and co-operative efforts for desirable changes can make themselves felt. When a thousand to fifteen hundred board members come together in a well-organized annual conference the educational effects can be tremendous. Educational needs of all types of communities are presented and the steps taken to meet them are described by those most directly concerned. Here is the place to raise every conceivable type of question relating to the work of boards of education. Even a few crackpot ideas may be stimulating. Most problems confronting boards of education are ever solving but never completely solved. They include the selection, compensation, evaluation, and promotion of teachers; innumerable questions concerning curricular offerings; building programs and the ever present problem of finance for all phases of the educational program. By pooling these interests and the experiences of the various members, all concerned become better enlightened and schooled in what has and can be done about them.

Means of Promoting Common Interests

2. *A well-organized state association can formulate and express proposals and plans*

of general interest. It is hardly necessary to suggest the possibilities of organization to an American audience. We are all aware of its wholesome possibilities if rightly managed in almost any field of human endeavor. Fortunately in the organization of a state association of school boards no one need be left out. The public school, as a universal educational institution is second to none. It belongs to all the people and the board represents all the people. These boards of education are so deeply rooted in the life of each community that when they organize a state association it is representative to an exceedingly high degree. Such an association enjoys a flow of ideas from every part of the state. It is in a position to have wrought out in the fires of discussion and debate constructive proposals and plans of interest to all of its members. Avenues are open for proposals and reports to come up from the people in their own communities. These can be brought to the attention of all members of the association, examined, organized, and finally expressed as guides for action in the ever pressing business of running the schools.

3. *A state association can economically provide through a journal, bulletins, conferences, and meetings a means for a better understanding of the responsibilities and powers of a board of education.* Practically all board members are eager to be good and useful board members. Few political crooks seek membership on a board of education. Some board members may be short of desirable qualities, but on the whole they are a worthy lot and eager to play their parts honestly and well. Through an association they come to know of good practices and policies in other communities. The official journal carries pertinent accounts of new school laws, court decisions, rulings of state officials, proposed legislation, items concerning buildings, finance, and the like.

The special bulletin has become of great value. A new bill affecting education is introduced in the legislature. Whether it is good or bad a timely bulletin is of great worth. Bulletins upon emergency rulings, epidemics and how they are being handled, new adjustments in transportation regulations and changes in state policies, if sent promptly, are of inestimable worth. Conferences and meetings are likewise a useful means for keeping boards of education alert to changing needs and conditions. If a well-organized association is in existence conferences can be called quickly and issues presented in the light of long-time policies which have been adopted by the associa-

tion. It becomes in such circumstances a worthy vehicle for service.

Central Direction Essential

4. A state office in charge of a competent executive officer and staff can serve as a clearinghouse and a means for concentrated effort. Today such a state-wide association as we are considering here can hardly be effective without the services and leadership of an executive officer. Board members are busy with their own businesses and professions. Their local responsibilities for the schools are time consuming and at best they can give little time to the details of a great association. They can elect a state board of directors who, in turn, can appoint an executive officer who shall carry out the policies of the organization as the board may direct. In a sense he is somewhat comparable to the superintendent or principal who serves as the executive officer of a board of education. Given adequate support and sound policies by his board he can proceed to organize activities of the greatest significance. He can direct detailed programs of various kinds. He is in a position to examine critically proposed legislation. It is a major responsibility of his to keep up the membership and supervise the collection of dues. He can organize programs and conferences, and notify members of the purpose, time, and place of the meetings. Reports of the deliberations and actions taken can be circulated to all members whether they have been in attendance or not. His office is at once an important office of record and a clearinghouse for the dissemination of information to all members of the association. His position depends upon the will of the association, but he is in a position to exercise constructive leadership of a high order.

5. Boards of an entire state can, through an organized association, formulate and present effectively needs for legislation and official rulings to meet changing needs. The world has always been a place of change, but the rate of change in social adjustments has been greatly accelerated in recent years. The larger aspects of these changes are especially notable in economic and political realms, but education impinges upon these and a score of other interests. Education and educational legislation are, by their nature, ever changing. Board members and superintendents of schools are sensitive to this fact and recognize the ever present need for new rulings by state education departments and possibly changes in the educational law. The need for such changes rises in the individual communities where the people live, where the children are in school and the board, representing all the people, is entitled to an organization by means of which these needs can be registered and suitable plans for meeting them can be presented to the appropriate officials. This point can hardly be overemphasized. The best legislation rarely emerges from the mind of a legislator who

is primarily interested in personal political fortunes. On the other hand, by means of organized study, report, debate, and recommendation the boards through their association can join with legislative officials in the enactment of sound legislation for the benefit of the schools and perhaps in the long run add to the political fortunes of the legislators who sponsor it. The latter point is very secondary in principle, but it can hardly be said to be foreign to human nature.

Co-operative Studies Valuable

6. Specific studies and recommendations can be made which will effect economies in the planning and purchase of services such as insurance, the projection of building programs, co-operative services, and the sponsoring of pilot programs. State school boards associations have carried through a number of studies of interest and worth to their members. These studies may be made by the association alone or in conjunction with other institutions. It may be a co-operative enterprise with the state education department, other educational associations, or an educational foundation.

A notable study made under the auspices of the New York State School Boards Association dealt with the various types of insurance in which boards are interested. This study pointed out possible economies and adjustments which increased the quality and degree of coverage and yet decreased the cost. It pointed out the lag between the development of fire resistant buildings and approved rates based upon

older types of buildings. The increasing degree to which boards of education are held liable for accidents is another area for discussion and study. They must face such a question as: What may be the liability of a board collectively or the members individually? What type of insurance really insures? What is really needed? In the light of such questions an association can bring to bear the light of court decisions and the judgment of state counsel.

The whole field of finance, the acquisition of school sites, buildings, and district boundaries are worthy of discussion and often of special study. Again it should be emphasized that such an association need not sponsor a study directly but rather encourage and support such studies as are actually being done through some other organization or authority. The support of a state school boards association can be of great value to a state education department as it struggles to expand its fields of study and research.

Unselfish Service Values

7. Boards of education representing all the people and without prejudice of personal advantage can, through association, be more convincing and effective than professional educational associations in dealing with legislators in the liberalizing of financial and related educational programs. This is an important point which has not been too widely recognized. A board of education is chosen by the people to formulate a policy and program of education for a community. To do this well is no simple task. It takes money, brains, courage, and a will to serve, and without any one of these the board may be in for some sorry times. Money, financial support, is an absolute essential and all too often it is far from adequate. Teachers, principals, and superintendents all know this too well from sad experience and so do most board members, but when teachers, principals, and superintendents call for more money, they are at once accused of being vested interests, of promoting themselves, although why this is a sin I have never been able to understand. I would look askance at a business or professional man who did not promote his own interests. However, in dealing with a state legislature, a school board association does have this great advantage. No board member stands to make any personal gain. His salary remains just where it has been and ought to be — zero. He is simply presenting through a great association the needs of the various communities. The association can show to a legislature that the boards have conscientiously pooled their efforts, interests, and time to determine what the needs actually are. Such preliminary procedures are illuminating to legislators and the backing of such a lay organization stimulates legislative courage at a time and in a manner to make it effective. Board members represent voters and taxpayers; they are before



the public; they stand for something back home — from the very district from which the legislator comes. These board members through their association are showing just what they need in order to do their jobs as they should be done.

8. Since members of boards of education represent all types of callings any opportunity for them to discuss and study common problems brings satisfaction, understanding, and increased competence in facing public issues. One of the finest and best things about the American school board is its heterogeneity. It is made up of representatives of many occupations. This implies at once a strength and a weakness. The backgrounds and experiences are so varied that opportunities for common understandings should be diligently cultivated. The representatives of almost any calling have well-organized associations, such as lumber dealers, dentists, farm groups, lawyers, manufacturers, women's groups, and bankers. The moment the members of one of these organizations come

together there is a high degree of unity — they possess the bonds of common interest and purposes of their respective callings. Not so for a school board association. True there is the common bond of the public school, but being a member of a board of education is not a calling nor is it an occupation. At an association meeting the plumber sits next to the clergyman and along with them are housewives, editors, physicians, manufacturers, farmers, bankers, carpenters, and insurance agents.

The Common Task

It is this heterogeneity which demands a state-wide association dedicated to a common educational purpose. Having observed and participated in the workings of such an association for many years it has been inspiring to me to see the satisfaction which comes to board members as they meet and work at their common tasks. At the annual meeting there are not merely addresses — fine and important as these are — but opportunities to confer with associates, with

official school architects, curriculum specialists, directors of school lunch programs, transportation experts, representatives of the law division to interpret legal matters, and the like. It turns out that the situation in village A is strikingly similar to that in village B, but very different from villages X, Y, or Z. Everybody is present to learn — to give and take for the common good. Each has left his personal business for the moment and is associating himself with hundreds of others who, like himself, have left personal interests for a day or two to co-operate in an organized effort for the improvement of the public school. Common ties of mutual interest and friendship are quickly made and strengthened. Lines of harmful cleavage are broken down or at least dimmed. One type of district tends to become more co-operative with another district of a different type. Mutual understanding persists in growing. There is unity of purpose and, through organization, high purposes are more readily brought to realization.

Where Care Is Necessary —

Principles Governing Teacher Appointment to Permanent Status *Theodore G. Grieder¹*

The granting of tenure or permanent status to teachers is becoming accepted procedure in numerous states. The question arises whether teachers should acquire permanent status automatically, following a period of probationary service, or whether some method of selection should be developed so that the better qualified teacher is granted tenure.

A set of principles has been set up as a basis of selection, the pertinent factors of which appear in the outline below. The standards have been developed for secondary and junior college organizations but may be made to apply to lower levels by changing certain training requirements.

A number of items may appear idealistic but when one is selecting personnel for the teaching of the next generation and the selection is made with a service expectancy of from 15 to 35 years, some organized basis must be developed for making the selection, regardless of the fact that some of the conclusions reached will be based on subjective factors.

A. TRAINING QUALIFICATIONS

1. In order to be considered for permanent status, teachers and administrators should give evidence of substantial general professional training and adequate specific training in the fields of the expected assign-

ments. Such evidence may consist of the following:

a) Teachers should qualify for the standard type teaching certificate or a special certificate authorized for the services to be performed. Administrators should qualify for the standard type teaching certificate and also for the type administrative certificate required for the administrative assignment.

b) Teachers should be adequately prepared to teach at least two different subjects in the field of major professional concentration and at least one subject in each of two minor fields of professional training. Additional majors may be offered in substitution for minor field subjects, and, with approval of the administration, additional subjects in one minor may be offered in substitution for one subject in each of two minor fields.

c) Administrators should meet the specific training requirements for teachers as given in the paragraph above and, in addition, offer evidence of graduate training in the administrative field with particular reference to the administrative assignment.

d) Evidence of adequate training may be indicated by credit hours in the major and minor fields earned at recognized colleges or universities or by other equivalent training supported by substantial successful experience.

e) Adequate training in a major field may be indicated by earning at least 24 semester hours in the field of major interest, 6 of which must be on the graduate level. Adequate training in a minor field may be indicated by earning at least 12 semester hours in the field of minor training, 6 of which must be on the graduate level.

f) Practical training and successful experience may be offered in lieu of semester hour in such fields of practical operation as pertain definitely to the assignment in the school system when, in the studied judgment of the administration, such training and experience is equivalent to the standards set up in the paragraphs above.

g) The responsibility of securing and presenting evidence required to substantiate claims to training and experience rests with the person under consideration for appointment to permanent status.

B. EXPERIENCE QUALIFICATIONS

1. At least five years of satisfactory experience will be required before being eligible for consideration for appointment to permanent status.

2. Successful experience in at least one other school system must be had before being eligible for consideration for appointment to permanent status.

3. Experience credit may be allowed for

¹Superintendent of Schools, Ventura, Calif.

successful teaching experience in private schools and in schools of different grade levels when, in the judgment of the administration, such experience is definitely contributory to the effectiveness of the assignment.

4. Experience credit may be allowed for teaching experience prior to securing the required credentials, when in the judgment of the administration, such experience is definitely contributory to the effectiveness of the assignment.

5. Nonteaching work experience may be offered in lieu of teaching experience in those fields in which practical performance and skills are of primary importance when, in the judgment of the administration, such experience is definitely contributory to the effectiveness of the teaching assignment.

6. Successful experience may be defined as consisting of a satisfactory record of teaching or other work experience prior to employment plus satisfactory professional service during the probationary period.

7. Legal controls and professional considerations make it necessary for the administration and the school board to assume the responsibility for determining the degree of satisfaction of such service. This determination may be made by a personnel committee or by such other method as the board may decide.

C. SERVICE QUALIFICATIONS

1. Teachers should demonstrate understanding of educational methods in classroom management and instructional procedures.

2. Teachers should demonstrate an appreciation of administrative responsibility by compliance with routine procedures set up for operation of the system, by promptness and correctness of reports, and by attention to clerical details connected with instruction.

D. AGE QUALIFICATIONS

1. The maximum age under which persons may be considered eligible for tenure is 48 years.

2. The factor of age may be disregarded when, in the judgment of the administration and school board, other factors outweigh the matter of age.

E. HEALTH QUALIFICATIONS

1. Evidence of good physical health should be certified by a physician prior to appointment to permanent status. Physical disability may be allowed if such disability will not interfere with performance of professional duties.

2. Normal physical health should be evidenced by attitude, approach to professional responsibilities, and general physical vitality.

3. Mental health must be normal as evidenced by emotional stability, self-control, temperate actions, and professional outlook.

F. PERSONALITY QUALIFICATIONS

1. The matter of personality in its relation to successful teaching is paramount and must be considered as critical in determining appointment to permanent status. The degree to which personality factors are acceptable must of necessity be determined by the administration and school board, or by a personnel committee, or by such other method as the board may decide. Some pertinent items with regard to personality factors are given here:

a) The personality of a teacher should be acceptable to students in order to avoid personality conflicts which complicate the teaching procedure.

b) The personality of a teacher should be acceptable to other professional employees in order to promote harmony among staff members.

c) The personality of a teacher must be such that he can show deep sympathy with, understanding of, and concern for, the problems of students and still retain a reserve of energy.

d) The personality of a teacher must be such as to exhibit a sense of humor, a degree of graciousness under difficulty, and appreciation for the accomplishments of the less able.

e) The personality of a teacher must be such as to establish control over students under his care by personality characteristics as well as by rules and regulations.

f) The personality of a teacher must be such as will not permit the depressing factors of teaching work to affect him to the point of emotional disturbance with its many consequences.

g) The personality of a teacher must be such as will offer a degree of inspiration to those under his direction.

h) A teacher should be willing and capable of subjecting personal preferences to the objective demands of professional duties when such is necessary.

i) A teacher should be able to place items in proper perspective, understanding, and appreciating the needs of others as well as his own.

G. COMMUNITY QUALIFICATIONS

1. Teachers should be acceptable to the members of the community, made up largely of parents of students in school.

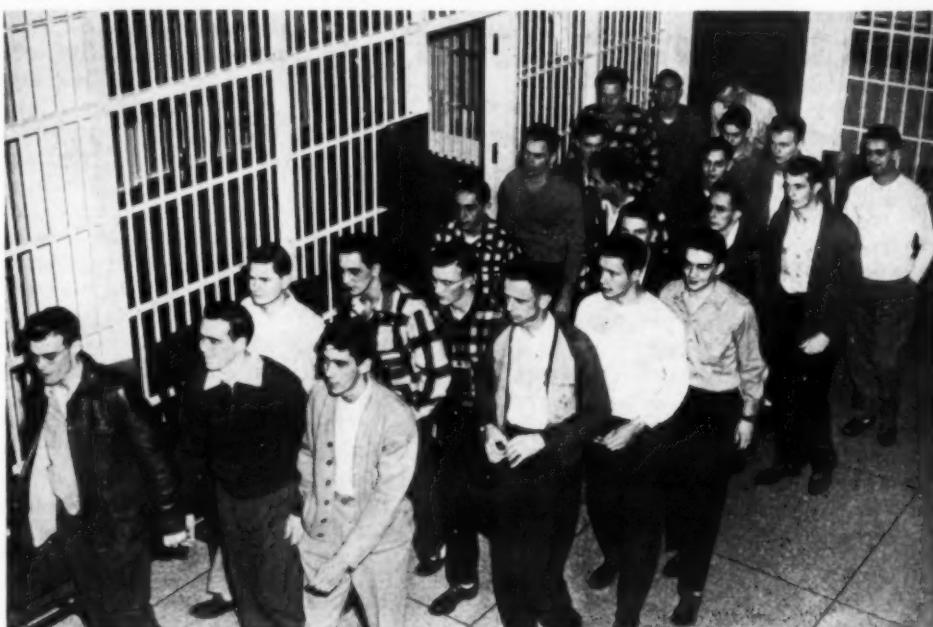
2. Teachers should be capable of interpreting the school program to such as request information.

3. Teachers should conduct themselves and appear in such manner as will comply with what the community approves, as restricted or as liberal as that may be.

4. Teachers, as citizens of the community, should exhibit normal interest in the activities of the community.

H. PROFESSIONAL PROMISE

1. Teachers are professionally responsible for the same type of performance, degree of interest, and quality of participation in school and community matters after being appointed to permanent status as that exhibited by them during the probationary period and on the basis of which permanent status was granted. Although we have no Hippocratic Oath or Postmans' Creed, professional ethics demand and personal honesty requires that permanent status be accepted as an obligation to perform a consecrated service in the field of education and as a trust which has been given as evidence of the faith of the community in our work.



Not Prisoners — Just GI College Students
To meet the dormitory shortage at the St. Cloud, Minnesota, Teachers
College, GI students have been housed quite comfortably
in a wing of the State Prison.

A Serious Question —

May Education Be an Evil?

Edward A. Fitzpatrick, Ph.D.

What paeans have been uttered about education, particularly in the United States. It is the great constructive social force. It is the palladium of our liberties. It is the conservator of democracy. It is what makes man man. It perfects the mind. It creates character in the individual. It makes for culture and civilization in society. These are the more modest statements. More exaggerated statements claiming the omnipotent power of education in making men better will be found in our annual crop of commencement speeches and in our spread eagle Fourth of July orations. Somewhat similar exaggerated statements will be found in bond issue campaigns for local school improvements.

Practical Evidence of Faith in Education

We give practical evidence of our faith in education by our customs and laws. Just as in an older phase of our civilization the church or cathedral was the outstanding building dominating a neighborhood or an area — situated often on a hillside with its spire pointing heavenward and seen for miles around — the great public elementary and high schools are a more characteristic symbol of our contemporary world view, particularly in our urban centers. Our compulsory school laws — even though not uniformly enforced, particularly in rural areas, are another indication of our faith in education. The increase of the period of compulsory education from a few months a year up to nine or ten months a year and from 6 to 12 years and now to the sixteenth and eighteenth year of life shows this faith is progressive. Work permits require a certificate of school attendance. Civil service examiners give more and more credit too for more and more education.

The Faith of the Founding Fathers

This faith was characteristic of the founding fathers and in colonial times. In fact in the "Evolution of the Massachusetts Public School System" George Martin, in summarizing the principles of the Massachusetts, and therefore of the American system of education, puts down as its first principle: "the universal education of youth is essential to the well-being of the State." In the Farewell Address Washington made the often-quoted remark "Promote then, as an object of primary importance, institutions for the general diffusion of knowledge, in proportion as the structure of a government gives force to public opinion, it is important that public opinion should be enlightened." And the Ordinance of 1787 makes an association that Washington himself often makes — now fre-

quently disregarded in education — with religion and morality. It said: "Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." Notice how clearly education is conceived of as means.

The Massachusetts Constitution of 1780

And perhaps coming nearer to the problem we wish to raise, and characteristic of the breadth and scope of the State's interest in education is the educational provision of the constitution of the state of Massachusetts in 1780. It provided:

Wisdom and knowledge, as well as virtue, diffused generally among the body of the people, being necessary for the preservation of their rights and liberties; and as these depend on spreading the opportunities and advantages of education in the various parts of the country, and among the different orders of the people, it shall be the duty of the legislatures and magistrates, in all future periods of this commonwealth, to cherish the interests of literature and the sciences; and all seminaries of them; especially the university at Cambridge, public schools and grammar schools in the towns; to encourage private societies and public institutions, rewards and immunities, for the promotion of agriculture, arts, sciences, commerce, trades, manufactures, and a natural history of the country; to countenance and inculcate the principles of humanity and general benevolence, public and private charity, industry and frugality, honesty and punctuality in their dealings; sincerity, and good humor, and all social affections and generous sentiments among the people (readings of the *Philosophy of Education*, pp. 69-70).

This is the invincible faith of America in education. Is it justified? Is education always a constructive force? Always a good? Will it guarantee the "purity, the preservation, and the perpetuation of republican institutions"? Is it the guarantor of democracy and democratic institutions?

May Education Be an Evil?

May education be an evil instead of a good? May it undermine republican institutions and democracy? May it pervert the individual? These questions are directed to the problem whether the end of education may be evil or perverting? May, too, the process of education, even with the best intention in the world be an evil? May it violate the principles of mental hygiene and injure children irreparably? May it be creating wrong attitudes toward a subject? May it make impossible higher education and advanced instruction in a subject? May the personality of teachers have injurious effects on students?

Education is at times an evil! does undermine republican institutions! has destroyed democracy! and perverted the individual!

The Totalitarian System of Education

The most effective national system of education, clear and definite in its objective, comprehensive in its organization, utilizing every educational principle and technique was that of Hitler's Germany. Less complete and perhaps only less effective was the system of the Japanese war lords and of Mussolini. The Japanese educational system had built up a faith in a divinity that has since abdicated its divine position.

We are reserving for separate treatment the question whether the processes of education are ever conducted so that they may have evil effects on students. At that time we shall raise the question of the effects of distraught and maladjusted personalities of teachers, the effect of hurrying over subject matter so that the child is lost, bad physical conditions of the schoolroom, demoralizing teacher attitudes, the relations of the child's experiences outside the school and what he is being taught in school.

Examples of Evil Educational Ends

We are concerned with the ends which the teaching process may subserve and those ends may obviously be evil, or bad, or perverse. Fagan teaching his young friends to steal is using the educational process. Special schools used during the war to teach sabotage, subversive and other destructive methods, used education as a means. All military training whose object is to kill or injure the enemy uses education as its means. Japan, Italy, and Germany used education for death, for the regimentation of nations, for the destruction of Christian civilization. Russia, the ally, used education for its own ends. Let us look by way of illustration at Russia and Germany.

Just as we want to make democrats (with a small d) so the purpose of education in Russia is to make communists. It is well to see the problem in another setting than our own. Pinkevitch, in orthodox Russian fashion, in his "The New Education in the Soviet Republic," describes the end of Soviet education on two pages facing each other as follows: On page 28 he says:

By way of summary we may state that the aim of nurture and general instruction in Soviet Russia is to aid in the all-round development of a healthy, strong, actively brave, independently thinking and acting man, acquainted with the many sides of contemporary culture, a creator and a warrior in the interests of the proletariat and consequently in the final analysis in the interest of the whole of humanity.

Exactly opposite on page 29 he says:

What is the problem of authority during the period of dictatorship? Obviously, it is to destroy the remnant of the capitalistic order, to create

new organs of proletarian dictatorship, and to destroy the old and construct a new ideology in all fields of thought. Undoubtedly during this period the school and the other educational institutions will attract the liveliest interest in the proletarian power. The aim of all workers in the sphere of public education will be to instill into the growing generation socialistic (communistic) ideas and thereby increase the ranks of those who are fighting for the establishment of the socialistic (communistic) state. The aim is, so to speak, the indoctrination of the youth in the proletarian philosophy. And this does not in any wise concern the proletarian children only. In the words of the accepted program, "the school must be not only a vehicle of the principles of communism in general, but also an instrument through which the proletariat may affect the proletarian and non-proletarian strata of the laboring masses with a view to training up a generation capable and finally establishing communism."

How you think about life, and society, and education will determine your reaction to this "Is it good or evil?" At any rate, education may be used for any purpose.

The Education of Nazis

The making of Nazis illustrates many points relevant to our discussion. Let us describe what was called education in Hitler's Germany, and the contrast will be evident at once. It was in Zierner's book on the making of the Nazi called *An Education for Death* — spiritual death in the individual, and the death of civilization among men. We use this book as our basis.

Zierner admits, as everybody who knows what happened in Germany admits and must admit, that the problem of making Nazis was done "diabolically well." The Nazi system of education does not train persons to be human beings. It trains boys to be soldiers and girls to become breeders. The soul of Nazi education is action and action only — not indolent pondering of the past. The aim of education with the Nazis is not culture, not spiritual freedom, not emancipation of the mind — it is training for a life of Might and this Might can be snatched from the hands of fate only through the political conquests of a Fuehrer. "Before we can make a new education of Might" as Rust, the education minister, says, "before we can rightly discuss a new system of culture, there must be a new order, a new regime inspired by the Will for Power and Might. The chief purpose of the Nazi school is to train human beings to realize that the State is more important than the individual and that individuals must be willing and ready to sacrifice themselves for nation and Fuehrer. What we call general or liberal education is condemned. . . . A wide cultural knowledge, a broad education in various phases of learning dulls the senses; a general assortment of information weakens, does not strengthen; too much universal learning tires the mind, paralyzes the will and the ability to make decisions." This, too, was education — a system of public education. It was Hitler's education for death, and it was an effective education, and, may we add, it would be a fatal mistake, if we think it will not survive the educational veneer, now

being attempted by the Allies in Germany's reconstruction.

The Important Question Is the End of Education

It has been intimated that even the processes of education may be injurious to mind and soul — and even to the body of students, but even where the correct "principles of education" are followed as well as the laws of educational psychology and of social groups including the classrooms, the education may be engaged in an evil work. The all-important educational question is what is your aim. What is the end you are seeking? Are you making men who are a little lower than the angels? Or are you making devils? Are you aiming to make men whose humanity is subordinated or superior to their animality? Are you making men who see in the world a charnel house for specters or is it godlike and your Father's? Are you making men who will make a society of free individuals, co-operative, of good will, moving to a destiny worthy of a son of God, in which self-revelation is the revelation of the highest and holiest in man?

This is the all-important question in education: What is the end? The idea that the process itself is its own justification, while having the benefit of the greatest name in modern education, Dewey, and such a popularizer as Kilpatrick, is delusive and makes easy the evasion of the fundamental issue. It is even more hurtful as ordinarily understood, as activity leading to more activity. The perfect example of this seemed always to me the treadmill, where activity leads to more activity, but you are where you were. A process can have significance only in terms of the ends it achieves, or the direction in which it is moving.

The Cult of Progress

The vogue of avoiding the ultimate issues of education was stimulated by the idea of progress. Progress was inevitable, it was part of the evolutionary process. Education was its method presumably, and it apparently did not matter too much just what the education was. Progress was inevitable. The recrudescence of barbarism, brutality, animalism, and the destruction of civilized values in the most schooled nation of the past generation revealed the errors of faith in the inevitability of progress. There may be retrogression and descent into the abyss.

There is increasing evidence that we must have slipped educationally. The frantic but not always intelligent effort to restore "liberal education" to a central place in our collegiate education is evidence that a vocal and articulate part of our educational leadership has believed we have erred in our recent development. The earlier movement in which Dewey himself took the lead, the effort to make education child centered was evidence that the education at

the time had deviated far from "sound principles." It had, in its practice, found the center of education in textbooks, in the machinery of education, instead of the child. After this properly termed "revolutionary" discovery the followers of the child-centered schools lost themselves in "activity leading to more activity" as shown with an engaging frankness and objectivity in Rugg and Shumacher's "Child Centered Schools" and in Dewey's own "Experience and Education."

Mr. School Board Member, What Are You Aiming at in Your Schools?

Parents and school board members should be sure about the end of education in their schools. In the contemporary practice, this end is vague, general, and principally in the nature of shibboleths. Fine words like "Character" and "Citizenship" are chameleon. What is your school trying to do with Johnny and Jane? To learn arithmetic, or geography, or spelling are means. What do you teach these things for? Is there any evidence that they achieve the things you are aiming at — presumably, just to get you thinking, Mr. School Board Member — self-control, self-direction, self-realization, of the highest and best that the individual is capable of?

FREMONT'S SPEECH AND HEARING PROGRAM

Alice Greiner¹

The speech and hearing program now being conducted in Fremont, Ohio, had its inception about six years ago, when a teacher returned from summer school after the completion of a first course in speech correction. This teacher immediately put her knowledge to use and began a simple program of correction in the building over which she presided as principal.

The results of the experiment were so gratifying that she recognized the great need for a definite speech-correction program in the schools. The children responded eagerly and the efforts made to overcome their difficulties more than repaid the time and energy expended.

The superintendent of schools became interested in the work and when the new school term opened in September, provision was made for the operation of a half-time program of speech correction, covering grades one to twelve inclusive.

A survey of the school system revealed the great need for correction work. Principals and teachers became interested and entered wholeheartedly into the work. In the classrooms the teachers followed up the suggestions of the correctionist.

About the same time, state-wide interest was expressed by Ohio educators in the work, and in 1945 the state legislature passed a bill allocating special funds for the rehabilitation of children with speech defects. In the state education department, a division of speech and hearing therapy was set up and Dr. Ruth B. Irwin was placed in charge.

With part-time work already under way it was easily possible for Fremont to make the change to a full-time program.

¹Speech and hearing therapist, Fremont, Ohio.



Fig.

With a Warmed Floor —

Newer Thought on School Heating

Will Hayes, Ph.D.¹

The past decade has seen numerous innovations in the construction of school buildings, both in terms of the architecture of the physical plant itself, and the features within the plant which make it an operating unit. Among these, to mention but a few, are indirect lighting, the unit plan of construction, and white writing boards. Add to this list a relative newcomer to the field — *radiant heating*.

The word *newcomer* must be used advisedly in connection with radiant heating — for before the advent of the Christian calendar the Romans in Britain pioneered this form of heating. From charcoal fires,

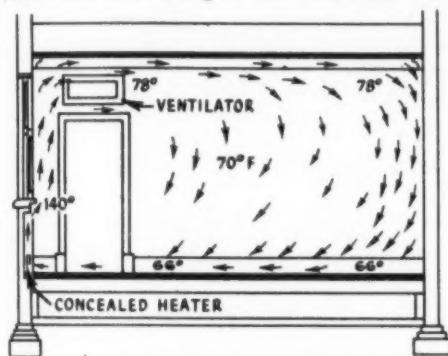


Fig. I — Temperature distribution in a room heated with a warm air system.

hot air was circulated through ducts within walls and floors to provide a measure of comfort from the rigors of the English winters. However, this initial attempt to revise the standard heating procedures was all but forgotten during the two thousand intervening years, and radiant heating is only now coming into prominence.

Except for a half dozen school installations, including those at Gary, Ind., and Ellensburg, Wash., radiant heating has made its greatest forward strides in industrial buildings and in residence dwellings rather than in school plants. The primary reason advanced for this is the lack of architectural pioneering among personnel responsible for school construction plus, of course, the difficulty of changing the present heating installations in existing school buildings.

Theory of Radiant Heating

Briefly, radiant heating is defined as a method of maintaining comfort conditions in enclosed spaces by limiting the heat loss from the human body by radiation and convection. This is accomplished by warming relatively large areas of the floor, ceiling,

ings, or walls of rooms to low temperatures, as contrasted with the common practice of heating small surfaces to high temperatures.

A person in a room filled with warm air, but having cold walls, loses heat primarily by radiation. The sensation of cold can therefore be avoided in either one of two ways: (1) by raising the air temperature to a sufficiently high point (conventional practice), or (2) by raising the temperature of the surfaces surrounding the body (radiant heating method).

The greatest disadvantage of conventional heating, either by steam radiators or warm air systems, is the wide temperature variations from the point where heat enters the room to the point most distant from the radiator or warm air duct. This temperature variant is normally about 40 degrees — but may be as high as 70 degrees (Figs. I and II). This means that the temperature of the heat initially generated must be considerably higher in order to provide comfort at some distance from the point where heat enters the room. The cost factor of providing this excess of useful heat represents a considerable portion of the fuel budget.

On the other hand, where floors or wall type radiant heating coils are installed, temperature differences are almost noticeably absent; with at most a variation of 17 degrees (Fig. III). The comfort factor in these latter installations is therefore considerably higher than in the conventional type heating systems, and the fuel cost is decidedly lower.

Types of Installation

Radiant heating systems show a wide variety of design, but for purposes of simplicity a general purpose floor installation will be described. Both wall and ceiling installations have been successfully used, but floor installations predominate due to:

1. Lower cost. From 10 to 20 per cent
2. More efficient transfer of convected heat

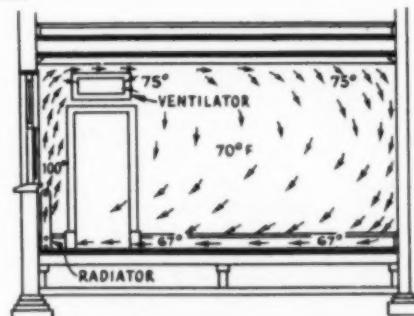


Fig. II — Temperature distribution with a steam radiator.

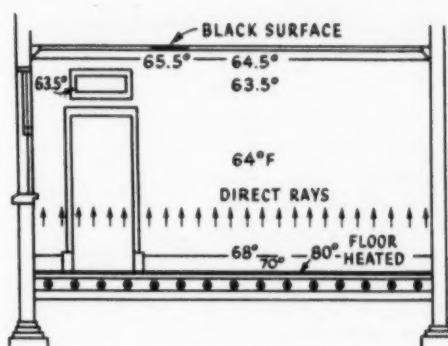


Fig. III — Temperature distribution with radiant floor heating.

Two types of coil systems are used: the continuous coil (Fig. IV) and the grid (Fig. V). In an average installation the former is somewhat less expensive to fabricate and a little easier to design, particularly where an irregular plan is involved. The limiting factor in the otherwise use of the continuous coil is due to the rapid rise in total frictional resistance with increases in the total length of the coil. The grid, on the other hand, can be made to serve very large areas and provide excellent thermal distribution with a light hydraulic load.

In actual construction a number of ingenious compromises between these two basic forms may be worked out in order to retain the virtues of both (Fig. VI). Combining the two forms results in decreased fabricating costs, at the same time retaining optimum hydraulic characteristics.

Radiant heating coils are usually laid on a gravel or stone base. Any form of conventional flooring may be overlaid on the coils without diminishing heating efficiency. When installed in this manner the heating system operates in an air space bounded by the base and the conventional flooring. For second-floor heating, the coil or grid is anchored to the ceiling beams of the first floor. Metal lath is then fastened to the pipes and is covered with plaster. Figure VII illustrates a continuous coil radiant heating installation.

Operation of a System

Both steam and hot water have been satisfactorily used as media for providing heat in radiant coils. The latter, however, has been more popular. Steam will, in some cases, give a faster acting installation due to the higher temperatures used, but the disadvantages accruing to it generally make hot water the first choice. Among these disadvantages are:

1. Greater danger from corrosion
2. More delicate installation technique

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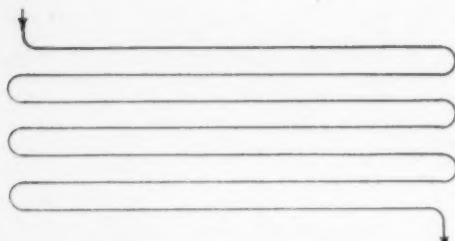


Fig. IV — Continuous Coil.

required, since all pipes must be carefully pitched

3. Ease and accuracy of control of hot water
4. Poor efficiency, since steam pipes must be placed further from the heating surface to prevent local overheating and uneven expansion

The boiler for either hot water or steam is generally the conventional type, and may be located, if the system is the forced-circulation type, at ground level.

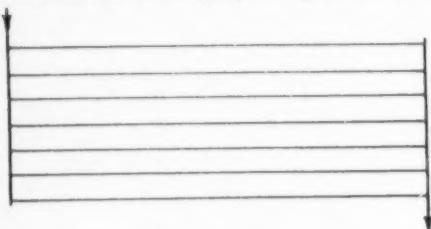


Fig. V — Grid.

With a gravity circulation system it is necessary, of course, to have a difference in elevation between the boiler and the coils, and in order to allow condensate to drain from the coils, a steam system must also have the return lines drained into a portion of the system which is lower than the radiating coils.

Cost of Radiant Heating

The installation cost of a radiant heating system depends largely on labor costs, and in this respect will not vary a great deal from that of any efficient heating system. From a standpoint of fuel consumption, experience has shown that fuel costs are between 30 and 40 per cent lower in radiant heating installations.

In general, the various installations made prior to the war were found to vary between 6 and 10 per cent of the total cost of the structure—which is a comparable figure estimated for any general heating system.

Advantages of Radiant Systems

There are decided advantages, other

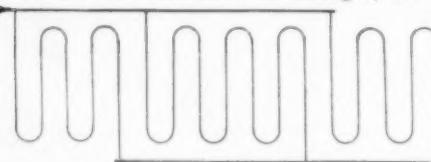


Fig. VI — Combination Continuous Coil and Grid.

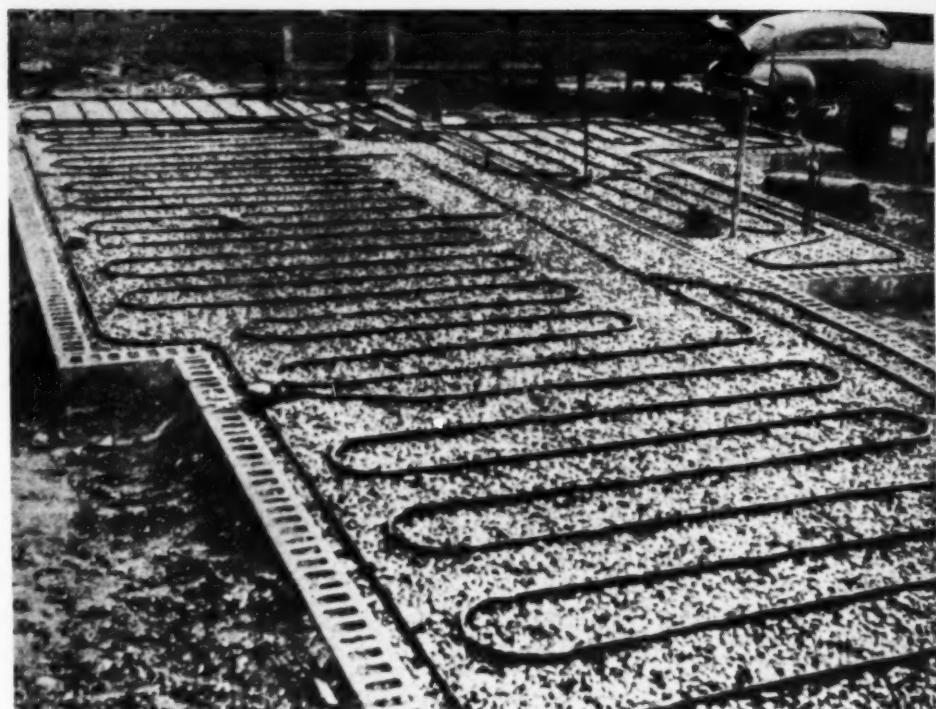


Fig. VII — Radiant Coil Installation.

than operating costs and constant temperatures, which are apparent when comparisons are made between either hot air or radiator heating and radiant heating coils. In new school construction the following positive factors should be weighted when a heating system is being considered:

1. Elimination of radiators provides more usable space within classrooms.
2. The heating system may be used for cooling as well as heating in localities where the humidity is not too high.
3. Air currents in the room are materially reduced so that dust particles can settle out. This provides pure and sanitary air within the building.
4. In the lower grades, where much of the activity takes place on the floor, the floor surface is a comfortable place on which to work and play.

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COMMUNITY RECREATION

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The expanding concept of education and its essential relationship with community living must include a planned program of recreational activity. The alternative is a prolongation of academic isolation or stifling vocational servitude. Recreation is a process of engaging in activities generally regarded as unimportant as though they had immediate practical significance. But the end results of wholesome recreation are revealed in such vital values as mental and physical hygiene, social adjustment, cultural development, and creative expression. Discerning leadership and guidance may be employed to develop appreciation and discrimination in the choice of leisure time activities. Democratic participation is best realized in groups where selfish gain is not a factor, and individual accomplishment is most satisfying when it grows from avocational interests. The grim conflicts among people and peoples do not arise from shared recreation. In the midst of tension and crises we need recreation which re-creates.

The board of education should be assigned the responsibility for a community recreation program because:

1. School buildings and equipment are available for recreational service;
2. Trained personnel experienced in guiding children and adults is essential for a successful program;
3. There should be a close integration of recreation with the general educational program.

The Rights and Responsibilities of Parents in the Education of Their Children

J. Hartt Walsh

Although the Constitution of the United States contains no reference to "schools" or "education" as such, the courts have, when necessary, interpreted the "welfare clause" of the federal constitution to include education and schools as being within the intent and meaning of the framers of our basic national document. The courts have said that education is a function of each of the 48 states and not of the Federal Government. As a result each state has established its own independent system of schools according to the design prepared by its elected representatives. There are many similarities in the plans for education among the states, but there are also many marked differences. All states, for example, compel all children to attend school, but there are a number of differences as to the kind of a school the child should attend, for how long, and during what age periods.

Education is a function of the state, but constitutions, the statutes, and especially the courts have not overlooked the status and function of parents in the matter of their children's education. And federal legislation for education, together with safeguards against infringements on personal rights guaranteed under the federal constitution, have assigned to the federal courts the responsibility for seeing that those rights are respected.

Concern for Parental Rights

Whether education might be provided by private instead of public schools, whether the parents should meet only the minimum requirements stipulated by law, or whether pupils can be compelled to indulge in exercises at school contrary to their religious or other beliefs—these problems and others have developed into such controversial issues that they have been carried to the highest court in the land for final interpretation.

Although the federal courts have ruled that the national, state, and local governments, each within its prescribed constitutional and statutory limits, exercise control over education in the United States, it is significant that these courts have also pointed to the rights and responsibilities of parents in the education of their children. "The rights of parents to . . . direct the upbringing and education of their children are not to be qualified either by legislation or judicial action having no

reasonable relation to some purpose within the competency of the state."¹

Judge Rudkin in the Tokushigo Case² declared that: ". . . comprehensive and all-pervading as the police power is, there are certain rights and certain relations beyond its scope. One of these is the right of a parent to educate his child in his own way, at least beyond the requirements of the local law." Within these legal or regulatory limits the child's education may be that "deemed valuable by (his) parents."³ "Those who nurture him [the child] and direct his destiny have the right coupled with the high duty to recognize and prepare him for additional obligations."⁴ School laws and regulations must not conflict or run counter to the general welfare, or to the rights of the parent and his children.

Private Schools

The Oregon Case⁵ was brought before the High Bench by private schools because a law of 1922 decreed that beginning in 1926 all children in the state must attend public elementary schools. Technically the case involved the taking of the property of those private schools, which were already established, "without due process of law." Nevertheless, Justice McReynolds felt constrained to declare, "we think it entirely plain that the Act of 1922 unreasonably interferes with the liberty of parents and guardians to direct the upbringing and education of children under their control."

In a later case the High Tribunal definitely established the rights of the private schools to be maintained and operated, and recognized the right of a parent to send his children to such schools. "The compulsory school law of this state [Louisiana] does not require the attendance at a public school and a parent under the decision of the Supreme Court of the United States has a right to educate his child in a private school if he so desires."⁶

¹In re Stuart, 114 F. 2d 825, 72 App. D. C. 389 District of Columbia, 1940.

²Farrington v. Tokushigo, 11 F. 2d 710, Hawaii, 1926.

³Farrington, Governor of Hawaii v. Tokushigo et al., 273 U. S. 284, 71 L. Ed. 646, Hawaii, 1927.

⁴Pierce v. Society of the Sisters of the Holy Names of Jesus and Mary, 268 U. S. 510, 69 L. Ed. 1070, Oregon, 1925.

⁵Pierce v. Society of the Sisters of the Holy Names of Jesus and Mary, 268 U. S. 510, 69 L. Ed. 1070, Oregon, 1925.

⁶Gong Lum v. Rice, 275 U. S. 78, 72 L. Ed. 172, Mississippi, 1927.

The Tokushigo Case⁷ involved restrictions placed on the foreign language schools by the territorial legislature of Hawaii. It was directed, principally, against the Japanese schools. However, the Supreme Court, again speaking through Justice McReynolds, stated: "The Japanese parent has the right to direct the education of his own child without unreasonable restrictions; the Constitution protects him as well as those who speak another tongue."

Education and Parental Status

"Corresponding to the right of control it is the duty of the parent to give his children education suitable to their station in life."⁸ In the interest of the rights of the child the states have compulsory school attendance laws making it obligatory for parents to send their children to some school;⁹ ". . . it is important the child's schooling should not be interfered with, if possible. . . ."¹⁰ Some courts have announced in express terms that the law imposes upon the father an obligation to support and educate his minor children,¹¹ and the amount of such education shall not be the minimum the law says he must provide, but shall be enough to afford "an education in a manner suited to his position in life and the value of his [the father's] estate."¹²

Several cases have been brought before the higher courts involving the accidental death of the father and a resultant suit by the wife and children for damages. Where the issue has come before them, the federal courts have uniformly ruled that the compensation should be in an amount sufficient to furnish the children with an education equal to that which the father would have been able to provide had he lived and continued at his late earning capacity.¹³

The Flag Salute Cases

The rights of children in the matter of control over their own education was touched in the Minersville cases.¹⁴ The state of Pennsylvania had a permissive statute and the school board of Minersville passed a regulation requiring that "all teachers and pupils of said schools be required to salute the flag of our country

(Concluded on page 85)

⁷Farrington v. Tokushigo, 273 U. S. 284, 71 L. Ed. 646, Hawaii, 1927. See also: Farrington v. Tokushigo, 11 F. 2d 710, Hawaii, 1926.

⁸Meyer v. State of Nebraska, 262 U. S. 390, 67 L. Ed. 1042, Nebraska, 1923. See also: Mair v. Reynolds, 120 F. 2d 857, Minnesota, 1941. See also: Pierce v. Society of the Sisters of the Holy Names of Jesus and Mary, 268 U. S. 510, 69 L. Ed. 1070, Oregon, 1925.

⁹Ibid.

¹⁰Snow v. Snow, 280 F. 1013, District of Columbia, 1922.

¹¹Mairs v. Reynolds, 120 F. 2d 857, Minnesota, 1941.

¹²Ibid.

¹³Maryland Casualty Company v. Alford, 111 F. 2d 389, Oklahoma, 1940. See also: Sabine Towing Company v. Brennan, 85 F. 2d 478, Texas, 1936. Omaha Water Company v. Schamel, 147 F. 502, Nebraska, 1906. Briscoe v. United States, 65 F. 2d 404, New York, 1933. Illinois Central Railroad Company v. O'Neill, 177 F. 328, Louisiana, 1910.

¹⁴Minersville v. Gobitis, 108 F. 2d 683, Pennsylvania, 1939.

Desirable Supervisor-Teacher Relationships

J. L. Oppelt¹

Traditionally, a serious deterrent to effective supervision has been found in the realm of human relationships. Today, in this same area, paradoxical though it may seem, the key to successful supervision may be found. The reason why this is true is because the expressed purposes of supervision have changed. For many years it was believed that the primary duty of a supervisor was to "oversee" and "instruct," and supervisory services were channeled from the top down. Currently it is believed increasingly that the primary duty of a supervisor is to provide educational leadership which functions best when channeled "from the bottom up." Under the former concept the supervisor was a teacher of teachers, while under the latter he becomes a leader of teachers.

The philosophy of supervision which prevails today among educational theorists and which is gaining ground rapidly in practice is that supervision is a co-operative enterprise designed to promote directly the growth of teachers-in-service and indirectly the growth of their pupils.

Co-operative Procedure

Now the word "co-operative" denotes that certain desirable relationships exist between the supervisor and the teacher. The former does not pose as one who knows all the answers. Even if, perchance, he does have a solution to a teacher's problem he may not reveal it directly. On the contrary, he may attempt to set the stage so that the teacher has a part in working out a solution to the problem. The procedure may be something like this: The teacher is given an opportunity to describe "her" problem, which then becomes "our" problem. Together the supervisor and the teacher analyze the problem, discuss possible approaches, and decide which one to try. After the problem has been solved, both the teacher and the supervisor evaluate procedures and results. Then they decide what are the next steps to be taken.

During such a process there is a feeling of mutual respect. The teacher feels that she can approach the supervisor as a guide, counselor, and consultant. The supervisor has faith in the teacher as a human being and knows her well as a person. He believes that she is sincere of purpose and desires professional improvement. He believes that she is capable of improving professionally. He assumes that she can meet and share responsibility in curriculum development and educational policies. He gives her a chance to express herself in

conference and encourages her to take the initiative. He recognizes her attainments, minimizes her weaknesses, magnifies her strengths, and acknowledges the inception of a new idea gained from her. In other words, the supervisor and the teacher work and learn together.

Now the attainment of such personnel relationships as those just described is possible only when the supervisor possesses certain major competencies in a relatively high degree. A few of these will be mentioned:

Consideration and Friendliness

1. The supervisor should be tactful and considerate. Thus, in the early stages or until there is complete rapport between the teacher and supervisor, it is well for the latter to place himself "on call." In other words, he will visit the teacher upon invitation instead of by surprise. Prearranged supervisory visits can be effective in producing a receptive mood on the part of the teacher. On the other hand, unannounced visits may produce disastrous results and may cause unfriendly relationships between the supervisor and the teacher.

2. You will agree that friendly relations between supervisor and teacher are prerequisite to effectiveness of supervision. Therefore, the supervisor must give the teacher assurance that he is a real friend to her and interested in her problems. Sometimes this spirit of friendship may be obtained and maintained by the use of a bit of humor and wit on the part of the supervisor.

3. This spirit of friendship may be

strengthened by a sympathetic understanding on the part of the supervisor. He must have a reasonably broad knowledge of the nature and nurture of children at various maturity levels. Furthermore, he must be aware of the many forces converging simultaneously upon the classroom teacher and be able to project himself into her situation as they work together.

4. Moreover, a high degree of patience will be required on the part of the supervisor. He must remember that the teacher needing help may not act in or react to a given situation just as he expected, for human beings are very unpredictable. Procedures may not occur to the teacher as rapidly as they do to the supervisor, but it is better for the teacher herself to make a discovery slowly than to be told what to do by the supervisor, provided, of course, that the pupils are not handicapped seriously in the meantime.

Frank Sharing of Responsibility

5. At all times the supervisor should be frank in his dealings with teachers. He should make it clear that he expects to share in the solution of their problems and, in turn, he expects them to share responsibility in curriculum planning and policy making. Along with this frankness, the supervisor must be dependable. He must not make promises he cannot keep for fear his teachers begin to mistrust him. Mistrust is not conducive to esprit de corps.

6. Above all, the successful supervisor will be enthusiastic, courageous, and tolerant. He must love people and give evidence that he enjoys his work. He must not be afraid to inspire action in undertakings which seem difficult. He must have the courage of his convictions. At the same time, he must encourage his teachers to do independent thinking and, if their conclusions are not the same as his, he must be tolerant provided the teacher has a reasonable defense for an opposing viewpoint. There may be times when the teacher's conclusion or solution is the better one in the local situation. If so, much can be gained by yielding on the part of the supervisor.

To summarize, effectiveness in supervision is dependent upon the existence of certain desirable personnel relationships. The degree of effectiveness will be in direct proportion to the exercise of constructive leadership. To secure this the supervisor must recognize the potentialities of his teachers, stimulate them to do independent thinking, share responsibility with them, and consider them as colleagues at all times.

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Scheduling Salaries for Teachers

Clarence A. Newell¹

The present period of social and economic turmoil has necessitated the reconsideration of salary policies in most communities. Boards of education have found it necessary to increase salaries to attract and hold competent staff members and to assure them a decent standard of living.

Living costs are still rising and additional salary adjustments are inevitable. Even after the present economic crisis has passed, the scheduling of teachers' salaries will continue to be one of the most important responsibilities of the board of education and its chief executive officer—the superintendent of schools. This article has been designed to provide help in the formulation of salary policies.

The Salary Committee

A salary schedule for teachers should be developed by a special salary committee. Such a committee should prepare recommendations for consideration by the board of education, which carries full authority and responsibility for the adoption of salary policies.

Some one individual should be assigned specific responsibility for working with the committee. Ordinarily this person would be the superintendent of schools. In some instances, however, the services of a special consultant have been secured from a university, state department of education, or state teachers' association.

The make-up of the committee should be determined by the board of education in consultation with the individual assigned to work with the committee.

Teachers should be included on every committee developing teachers' salary policies. Because teachers observe the salary situation at firsthand, they are particularly valuable as committee members. Moreover, teachers have more confidence in a committee on which they are well represented.

There is a definite trend toward the inclusion of laymen other than board-of-education members on salary committees. If the laymen included represent a cross section of the community, they tend to broaden the committee's point of view and help to assure approval of the committee report by the people.

Whether members of the board of education should be included on the salary committee is debatable. Although there may be some advantage to the committee in having the point of view of representative board members, there is danger that opinions of board members will be given undue weight. Also, some board members prefer not to commit themselves until the salary policies are considered by the board as a whole. While salary committees have functioned effectively both ways,

it is probably better not to have the board of education represented, at least in the preliminary stages.

The superintendent of schools should be *ex officio* a member of the committee. Even though a consultant is brought in, the superintendent can be of valuable assistance by providing necessary information relative to the school system.

By way of illustration, the make-up of a salary committee in an industrial community might be as follows:

Group or Official	Number of Committee Members
Teachers	Four
Parent-Teacher Associations	Two
General Public	Two
Chamber of Commerce	One
Manufacturers' Association	One
American Federation of Labor	One
Congress of Industrial Organizations	One
Superintendent of Schools	One (no vote)
Consultant	One (no vote)

The various organizations should choose their own representatives. The board of education could choose the representatives of the "General Public."

If salary policies are to be developed for employees other than teachers, care would be needed not to overbalance the committee with too many representatives of the employed staff.

The Salary Committee at Work

The salary committee can function expeditiously by meeting once every two weeks. The following subcommittees might be appointed to prepare reports for consideration at the meetings:

a) *Nature and Type of Schedule.* To make recommendations to the salary committee on questions of policy (such as whether the schedule should provide a group plan or a rating plan for granting increments). To study the literature on salary scheduling and secure information relative to salary schedules in other communities.

b) *Salary Conditions and Cost of Living.* To report on costs of living for the teaching staff, and to study salaries and working conditions afforded by other types of employment (such as industry) both in the local area and in comparable communities.

c) *Status of Teaching Personnel.* To secure information relative to the qualifications and characteristics of the teaching staff.

d) *Financial Ability.* To estimate the costs of the proposed schedule, and to secure data relative to the financial ability of the community.

The reports of the various subcommittees should be discussed in turn by the whole committee. They should be modified if necessary and returned to the subcommittees for further study as necessary.

As it considers the foregoing reports, the committee can formulate the schedule through the following steps: (1) determine policies

basic to the schedule; (2) classify the school personnel by type of work, amount of training, and degree of responsibility assumed; (3) determine the minimum salary; (4) establish the maximum salary; (5) determine the number and size of annual increments; (6) provide for special positions; and (7) provide for the transition from the old to the new schedule.²

In all committee discussions, the members should participate as free agents. They should not be bound by commitments to any individual group. There must be give-and-take so that the policies developed represent the honest thinking of the group as a whole.

The problem involved when individual members of the committee give out information should be frankly discussed at the first meeting. Opinions expressed at committee meetings are confidential and should not be repeated outside the committee. Likewise, specific action taken by the whole committee should not be reported, for the group may ultimately desire to reverse tentative decisions. Committee members should be careful not to jeopardize the effectiveness of the group by starting rumors relative to its work.

For similar reasons publicity should be held to a minimum during the period of committee deliberations. At the outset of the study the approximate date when the report will be available should be made public. Subsequently, reports describing general progress of the committee might be released.

The completed committee report should be made available first to the board of education. Shortly thereafter—on the same day if possible—the recommendations should be reported to the teachers, so that they may decide as a group whether they wish to support the committee proposals. The report should then be widely publicized. It should be discussed at a community meeting, and copies made available for reference in every school. In some instances, the local newspapers have gratuitously printed the entire committee report.

Major Policies

Salary policies should be designed for a single school system. The present discussion is offered as a brief guide to be modified as necessary to meet local needs.

Cost-of-Living Adjustments. Salary adjustments to compensate for the increased cost of living constitute a perplexing problem which is particularly critical at the present time.

The basic salary schedule should include rates designed for the next five- or ten-year period. Many communities are still trying to operate with salary schedules designed for the

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²For a discussion of these steps, see Elsbree, Willard S., *Teachers' Salaries* (New York: Teachers College, Columbia University, 1931), 286 p.

depression decade, and it is small wonder in such instances that special salary adjustments are being adopted on a piecemeal basis.

Even though the basic salary structure is adequate, however, a special cost-of-living adjustment may be necessary. In such case, the adjustment recommended is in the form of a bonus separate and apart from the basic salary rate.

Some salary schedules have incorporated the provision that teachers' salary rates be revised automatically with significant changes in a specified cost-of-living index. Additional experience is needed before it will be known whether such a provision is practical.

A Group Plan. A group plan for payment of salaries is considered preferable to a competitive plan. The use of teacher ratings is considered unsound. Each teacher should be given the security of knowing that he will receive a specified increment within a given salary range unless his work is clearly inefficient.

Competition for superior ratings tends to encourage jealousies and thus to undermine the morale of the staff. It discourages teachers from sharing ideas. It often denies academic freedom by compelling teachers to mouth the administration's views in order to secure superior ratings.

Single Salary Schedule. A single salary schedule should govern the payment of all teachers. Because teaching is of equal importance and difficulty throughout a school system, there is no need for more than one salary schedule. In particular, there should be no discrimination in salary between elementary and high school teachers of equivalent qualifications.

If the teaching load is equalized, a single schedule is equitable for all teachers, including the librarian, coach, special class teachers, visiting teachers, and perhaps the school nurse (depending upon whether her duties are instructional). Additional salary scales should be developed for those employees who perform functions essentially different from teaching.

Salary Rates. All salaries should be sufficient to provide for the typical teacher—a single woman living away from home.

The minimum salaries should be sufficient to attract young people with great potentialities for teaching. On the other hand, minimum salaries should not be so high that it is impossible to finance also adequate maximums. On many schedules, the minimum salary is increased for each additional year of training by an amount equivalent to one increment (for experience) on the salary schedule.

The maximum salaries should be sufficient to induce a person of unusual ability to devote a lifetime of service to the teaching profession. Since only part of the teaching staff is paid the maximum at any one time, maximum salaries can be higher than would otherwise be possible. If the maximum salary attainable is at least \$300 more for each additional year of training, teachers as a group are more likely to take advanced professional study.

Increments. Increments should be granted annually to all members of the staff except those whose work is deemed inefficient. In the latter case, increments would be withheld upon recommendation of the superintendent of schools.

Fifteen to twenty increments are recommended for the highest salary bracket. Although a smaller number of increments might be preferred, the longer increment span is necessary in most communities if adequate maximum salaries are to be provided.

Family Differential. During recent years there has been a definite trend toward allowing a salary differential for teachers who are heads of families; in addition to the basic salary, a teacher with a dependent husband or wife is paid a specified amount, plus a stipulated sum for each of two or three dependent children.³ The principle of the family allowance has been recognized by the Federal Government in granting subsistence allotments for



dependents of men in the armed services, and in allowing special deductions on the income tax for dependents of the taxpayer.

Twelve states and the District of Columbia have passed legislation prohibiting salary discriminations among public school teachers on the basis of sex. Such legislation is sound provided a system of family allowances is adopted, making it possible for a board of education to employ heads of families who otherwise could not maintain a reasonable standard of living on a typical teacher's salary.

Placement of Teachers on New Salary Schedule. Upon adoption of the new schedule, teachers already on the staff would be classified in accordance with their training. The transition from the old to the new schedule can then be made as rapidly as funds permit. All teachers will receive at least one increment annually in proceeding from their present salary to the appropriate maximum. A teacher receiving a salary above the new maximum continues at his previous salary rate.

Change in Classification. Teachers who qualify for a change in classification through additional professional study will be moved to the new classification the next September first. Any teacher thus moved will receive, at the time of transfer, one full increment in addition to the increment to which he would otherwise have been entitled.

³See for example, *Report of the Committee on General Administration, "Salary Policies,"* pp. 2-18 (mimeographed), Clarence A. Newell, consultant, Simsbury, Conn., Sept. 5, 1945, 26 p.

Appraisal of Qualifications. The superintendent of schools, as the executive officer of the board, should be the final authority in appraising the qualifications of all staff members. In general, programs of work completed in institutions accredited for training of teachers should be accepted at face value. All programs of study to be taken for purposes of higher classification are to be approved in advance by the superintendent.

Placement of New Employees on Schedule. New employees should be placed on the schedule in accordance with their qualifications as appraised by the superintendent of schools. The policy would be ordinarily to employ teachers with little experience, for morale may be undermined if newcomers are paid higher salaries than teachers who have already proved their worth. If it were impossible to secure competent persons at salaries indicated for their qualifications, exceptions would be made upon recommendation of the superintendent of schools.

Nonteaching Positions. Salary schedules should be set up for all nonteaching professional personnel such as supervisors, principals, and the superintendent. Such schedules are usually designed in the form of a differential allowed for a specific position over and beyond the basic teachers' salary schedule.⁴ A completely separate scale with not over ten increments plus a lump sum for annual travel is recommended for the superintendent of schools.

Separate salary scales should be set up for nonprofessional positions in accordance with the needs of the school system.⁵

Following is a sample salary schedule for teachers:

Sample Salary Schedule					
Amount of training beyond high school	Min- imum salary*	Maxi- mum salary*	Number of increments	Amount of increments	
2 Years or Less	\$1,800	\$3,200	14	\$100	
3 Years or Less	1,900	3,500	16	100	
Bachelor's degree	2,000	3,900	19	100	
Master's degree (or equiv- alent)	2,100	4,200	21	100	

*In addition to the amounts indicated above, any teacher would be paid \$300 annually for a dependent spouse plus \$100 for each dependent child (not to exceed two children). Teachers with family dependents could thus receive a family allowance not to exceed \$500 annually.

Estimating the Costs

The accuracy with which costs of a salary schedule can be estimated is largely dependent upon social and economic conditions. During a period of great instability, cost estimates

⁴For example, see *Recommendations Relative to Revision of Salary Schedule, East Hartford, Connecticut* (mimeographed), Clarence A. Newell, August 29, 1945, 11 p.

⁵For example, see *Report of the Special Salary Committee to the Board of Education for the Public Schools of Hamden, Connecticut* (mimeographed), Clarence A. Newell, consultant, June 4, 1945, 48 p.

TABLE 1. Method of Estimating Costs of Sample Salary Schedule for Teachers

Name	Position	Years of training above H. S.	Date of birth	Dependent spouse	Number of dependent children	Present Salary		Estimated Salary				
						1946 -47	1947 -48	1948 -49	1949 -50	1950 -51	1951 -52	1952 -53
H. Brink	Teacher	3	11-11-10	No	-	\$ 2,600	\$ 2,700	\$ 2,800	\$ 2,900	\$ 3,000	\$ 3,100	\$ 3,200
M. Bryan	Teacher	2	7-23-02	Yes	-	1,900	2,000	2,100	2,200	2,300	2,500 ^a	2,600
A. Childs	Teacher	4	8-22-14	Yes	3	3,600	3,700	3,800	3,900 ^m	3,900	4,000 ^a	4,100
R. Frazier	Teacher	2	12-4-92	No	-	2,200	2,300	2,400	2,500	2,600	2,800 ^a	2,900
B. Haskins	Teacher	2	10-4-80	No	-	2,182	2,282	2,382	2,482	2,582 ^b	2,300 ^b	2,400
*New Teacher	Teacher										2,300	2,400
^a Total						\$12,482	\$12,982	\$13,482	\$13,982	\$16,682	\$17,100	\$17,700

^mMaximum salary for present training.^bRetiring at end of the school year.^aAssumption is that each of these individuals has completed an additional year of training. Allowance is therefore made for one increment in addition to increment to which teacher would otherwise have been entitled.^bSalary allowed for a new teacher to replace the one retiring.^cAllowance is made for one new teacher beginning with the 1950-51 school year.^dTotals do not include costs of the family differential, estimated to be \$500 for A. Childs plus \$300 for M. Bryan or a total of \$800 for the first year (assuming that an allowance is granted annually amounting to \$300 for a dependent spouse plus \$100 for each of two dependent children).

are not very reliable. Under more stable conditions, cost estimates may be helpful if forecast as far ahead as five to ten years. Although an estimate will not be entirely accurate under even the best of conditions, it should serve to indicate the approximate peak in salary costs as well as the approximate figure at which such costs will become stabilized.

In addition to estimating the costs of the proposed schedule, it is often desirable to estimate also the costs of the existing schedule. The second estimate can then be subtracted from the first to provide an estimate of the net costs of the new schedule over and beyond the salary costs to which the community is already committed.

Inasmuch as cost estimates are greatly affected by the assumptions on which they are based, it is essential that an explicit statement of assumptions accompany every estimate of salary costs.

For a "preparation-type" schedule, assumptions are necessary with regard to the number of teachers who will take additional training and thus move to a higher salary classification, the size of staff, the beginning salaries for teachers new to the system, the amount of teacher turnover, the age of teachers at retirement, the increase in the family dependency load, and the stability of present administrative policies (a marked change in class size, for example, might affect salary costs).

For a "merit-type" schedule, assumptions should be stated also with reference to the proportion of teachers whose rating will entitle them to classification in the higher salary brackets.

For a "position-type" schedule, fewer assumptions are needed because a teacher's classification for salary purposes is determined by the specific position held.

Once the basic assumptions have been made, it is possible to estimate the costs of the salary schedule. A separate forecast can be made for a single year. Although a formula might be used to estimate costs for the group as a whole, it is considered preferable to estimate costs for one individual at a time since this method is less liable to gross error and can be more readily explained.

In order to secure a complete estimate, it is desirable to prepare a supplementary estimate including salaries of additional teachers who may be needed in future years.

The method for estimating costs of the basic schedule is illustrated in Table 1.

Financial Ability to Support the Salary Schedule

Studies of financial ability should be undertaken to determine the extent of effort required by the community to finance the estimated costs of the proposed schedule. Since prediction is difficult at best and is made still more uncertain by the element of community choice, it may be desirable to prepare several different analyses, each of which assumes a different set of circumstances.

The simplest question to be asked is whether the salary schedule can be financed provided: (a) the size of the school staff stays the same as it is now; (b) other school and municipal costs stay the same; and (c) financial resources stay the same.

In order to answer this question, several analyses may be necessary. An analysis of long-term obligations of the community may help to reveal the extent to which the financial resources of the community are already encumbered. Such an analysis can readily be made if all bond issues are listed and the amount due annually on principal and interest is computed for each. The individual sums may then be added to provide the total annual debt payments. During the period just



ahead, long-term obligations doubtless will be on the increase and will represent an added financial burden for the community. In more normal times, the reduction in debt payments as obligations are liquidated over the years has often been more than sufficient to offset additional costs of the salary schedule.

After an analysis has been made of long-term obligations, the proposed salary costs can be considered in relationship to available financial resources. Unless state aid or other types of nonlocal revenues increase, the additional salary costs will necessarily be met by revenues from the property tax, which provides the bulk of local school revenue in practically all communities. The analysis should therefore show how the debt payments and proposed salary costs will affect the tax rate on property from year to year.

But is the required tax rate too heavy for the people to bear? This question may be partially answered by studying the trends in the support of education by the community. Over a period of years, has the tax rate for education increased or decreased? What has happened to the percentage of tax receipts devoted to education? If the community is not doing proportionately as much for education today as it did in years gone by, is there any reason why it cannot be expected to exert more effort to support education?

Comparisons with similar communities are helpful in this phase of the analysis. It may be enlightening to see how the rank of one community in a group of similar communities varies on the following criteria: proportion of local taxes devoted to education; total property taxes levied locally per pupil; assessed valuation per pupil; tax rate for education; total tax rate; and current expenditures per pupil.

When the suggested analyses have been made, sufficient data should be at hand to make it possible to determine the extent of effort required to finance the new salary schedule provided there is no significant change in size of staff, other school and municipal expenditures, and financial resources. Refinements can be introduced as necessary to take account of possible changes in these three factors.

Although studies of financial ability are essential to indicate the extent of effort required, the fundamental question is not whether a community *can* finance an adequate schedule, but rather whether the community desires to do so.



A Suburban Community Meets Its School Building Needs *O. E. Domian¹*

To build or not to build — that has been a problem facing many school communities during recent years. Building restrictions during the World War II period, the necessity of securing approval of Civilian Production Administration after the war ended, the scarcity of materials and the high construction costs have all tended to keep schoolhouse construction at a minimum. In a few communities the pressure of rapidly increasing enrollments has overwhelmed all these handicaps and forced a building program. The schools of St. Louis Park are an example of that condition.

St. Louis Park is the largest suburb of Minneapolis, covering an area of 11 square miles to the west of the city. In 1940 it had a population of 7770 inhabitants and a school plant consisting of five small elementary and one junior-senior high school building. A new senior high school addition, built with PWA assistance, was completed in 1938. It was anticipated that the

¹Superintendent of Schools, St. Louis Park Public Schools, St. Louis Park (Minneapolis 16), Minn.

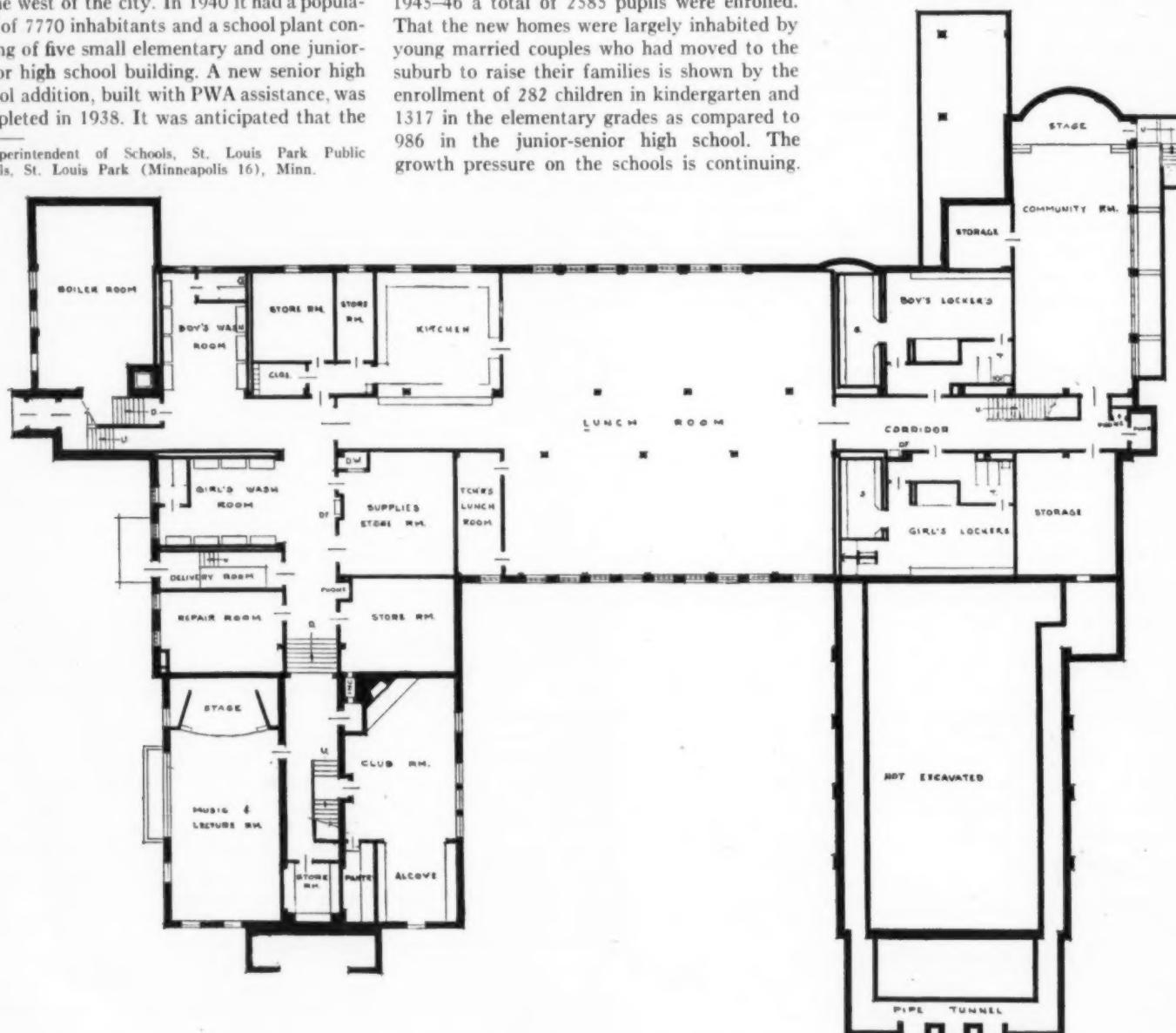
school plant facilities would be adequate for years to come, as evidenced by the fact that the board of education, with the approval of the voters, gave the old high school building to the village for a village hall.

Community and School Growth

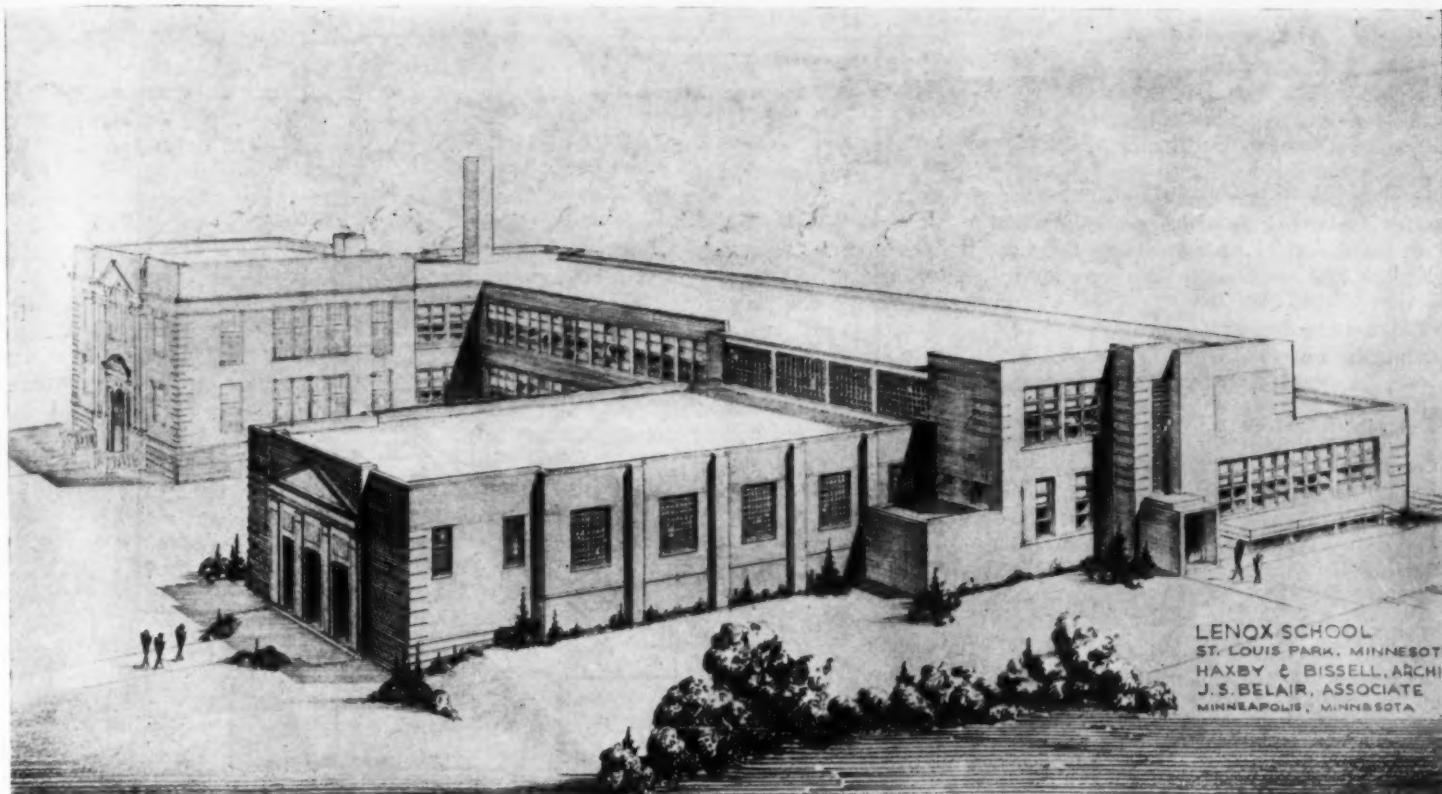
But the completion of the high school seemed to be the signal for a rapid spurt in population. That year (1937-38) the school enrollment totaled 1371, with 106 in kindergarten, 661 in elementary grades, and 604 in junior-senior high school. Each succeeding year brought a growth in enrollment, averaging more than 150 children per year, so that in 1945-46 a total of 2585 pupils were enrolled. That the new homes were largely inhabited by young married couples who had moved to the suburb to raise their families is shown by the enrollment of 282 children in kindergarten and 1317 in the elementary grades as compared to 986 in the junior-senior high school. The growth pressure on the schools is continuing.

The completion of the 1946-47 school year will see the largest increase in enrollment for any single year. The senior class which were graduated last June numbered 131 students compared to an incoming kindergarten group in September, 1946, of 321 children. New home permits, despite all building restrictions and shortages, totaled 866 for the first 11 months of 1946. The present population is estimated to be in excess of 18,000 people.

The large increase in enrollments made various makeshifts necessary to house the children. All available space in the elementary buildings, including basement rooms, was converted into classrooms. Six rooms in the old



Basement Floor Plan, Lenox School, St. Louis Park, Minnesota. — Haxby & Bissell, Architects; J. S. Belair, Associate, Minneapolis, Minnesota.



**Architect's Perspective, Lenox School, St. Louis Park, Minnesota.—Haxby & Bissell, Architects;
J. S. Belair, Associate, Minneapolis, Minnesota.**

high school building which had been given to the village were rented. Four classrooms in the junior-senior high school building were taken over for elementary classes. Four grade rooms were constructed in the upper portion of the junior high school gymnasium. This past summer the three-instructor industrial-arts department was crowded into the first floor of the industrial-arts building and the second floor was converted into eight temporary classrooms for elementary pupils. As the suburb is predominantly homes and has no commercial buildings which could be converted to school purposes, all adjustments have had to be made within the existing school plant.

All of these arrangements were only temporary solutions. Some type of building program was needed to adequately house all the children. Various plans were recommended to the board of education. An elaborate addition to the high school plant, to be used by grade children, at one time received favorable consideration. Building a separate large unit for all children in grades 4, 5, and 6, leaving the five existing grade buildings as primary schools, was a second suggestion. A third plan urged expanding each of the grade buildings to a sufficient size to house all the children of the neighborhood from kindergarten through the sixth grade.

Complete Neighborhood Service

The various possibilities were explained at all the Parent-Teacher meetings and community reaction to each plan was secured. Board of education and community sentiment

appeared to crystallize around the plan of expanding the existing elementary buildings, developing each one into a complete, modern school plant planned and equipped to serve all the elementary children and the adults of the neighborhood. The board, having tentatively agreed to such a plan, called a meeting of the officers of all Parent-Teacher Associations and all other public groups, and secured approval of these representative citizens.

Plans were then completed to present the whole program to the voters and secure approval of a \$950,000 bond issue for expansion. An attractive two-color pamphlet, presenting the need, the plan for expansion, and the method of financing, was distributed to each home. No specific building blueprints were submitted; the plan for expansion was given in these terms:

Construct a 16-room addition to Lenox School plus nurse's room, library, lunchroom, and auditorium-gymnasium — to be ready by September, 1946.

Construct additions to each of the other four elementary schools as rapidly as possible.

Each of the five schools will be developed into a complete modern elementary building.

Each of the five schools will be planned and equipped to serve both the children and the community.

Each of the five schools will be planned to care for children from kindergarten through the sixth grade. This will make it possible for children to remain in their own neighborhood school throughout their elementary training.

The order of constructing the additions to the five schools will be determined by the need for additional rooms in each area.

Vacate the Lincoln School by September, 1946.

Remove some of the elementary children from the Junior High School by September, 1946, and all of them by September, 1947. The vacated rooms will be used by the Junior High School classes.

Bonds Readily Sold

On November 20, 1945, the voters approved the program by a favorable vote of more than 5 to 1. This complete approval was especially gratifying as the bond election for the high school building, which was constructed with the aid of a PWA grant, had carried by only 16 votes.

After receiving the approval of the voters, steps were immediately taken to complete the sale of the bonds. Because of favorable interest rates it was decided to issue the entire amount of bonds at once, investing the proceeds in United States Treasury bonds until the money was needed to pay for construction. The low interest rates and the expectation of considerable future growth in assessed valuation were the reasons for spreading the bond issue over a 25-year period. The maturities were set at \$30,000 each year from 1949 to 1965 inclusive, and \$65,000 each year from 1967 to 1971 inclusive. The bonds were sold with 1.75 per cent coupon rate for the 1949 to 1965 maturities and 1.50 per cent coupon rate for the 1966 to 1971 maturities, plus a premium of \$570, making a net interest cost of 1.58 per cent. The proceeds of the bond sale were immediately invested with an interest return slightly in excess of the interest being paid on the school bonds.

The Lenox School

Plans and specifications for the Lenox School, the first unit of the expansion program, were well along toward completion, but a new requirement had to be satisfied—getting approval from the Civilian Production Administration. It was a new agency and necessarily took time to set up procedures and plans of operation. Approval was finally received, so that construction bids were opened on April 9, 1946.

The construction bids, which were rather shocking, ran as follows:

General Contract

Company A \$283,195	Company D 324,670
Company B 304,085	Company E 339,612
Company C 314,458	Company F 346,600

Mechanical Contract

Company A \$ 74,877
Company B 74,900 (included escalator clause)
Company C 77,580 (included escalator clause)
Company D 79,863

Electrical Contract

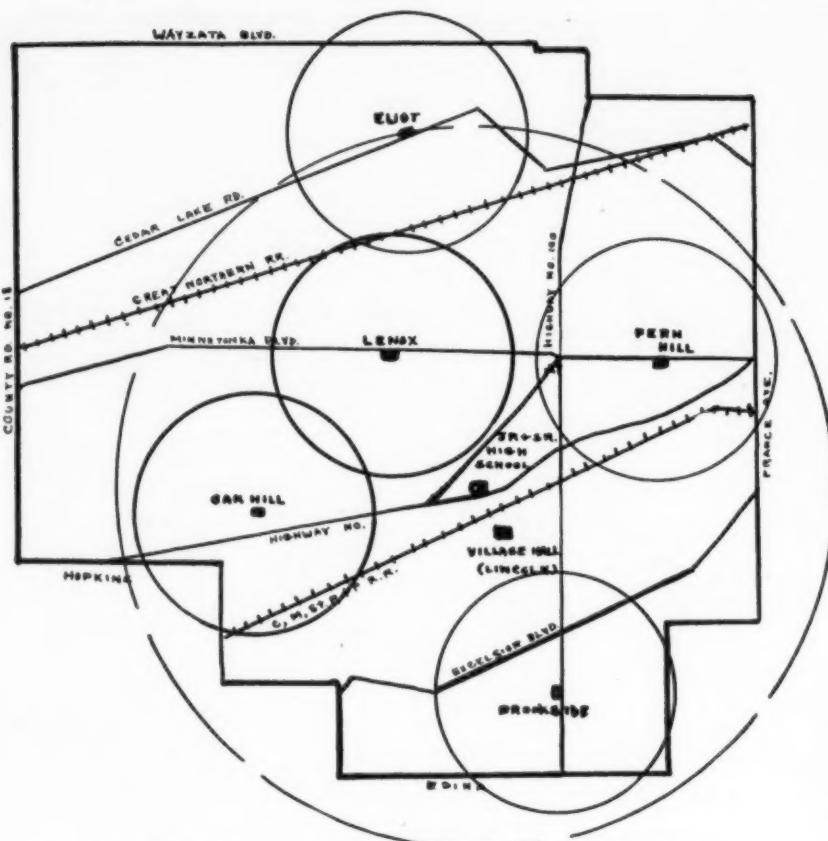
Company A \$ 32,485	Company C 34,600
Company B 33,405	Company D 35,507

On the basis of the three low bids the cost of the project approximated \$400,000. The amount and percentage for each contract were as follows:

	Per cent
General contract	\$283,195 72.5
Mechanical contract	74,877 19.2
Electrical contract	32,485 8.3
<hr/>	
	<hr/> \$390,557 100.0

Previous to World War II a school building, similar to Lenox and planned by the same architects, had been constructed at a cost of 33 cents per cubic foot. In planning the expansion program it had been estimated that building costs had increased 40 per cent to approximately 47 cents per cubic foot. On the basis of a cubage of 630,000 cubic feet of new construction and estimating \$15,000 for remodeling in the existing building it meant an actual cost of slightly less than 60 cents per cubic foot. The board felt that the pressure of increased enrollments did not permit postponing construction. Then, too, there was no assurance that construction costs would decline; in fact, there were many signs that costs would continue to rise. The group of officers of the Parent-Teacher Associations and other public groups were again invited to meet with the board to have the situation explained to them and to secure their point of view. In general, the sentiment favored immediate construction.

The board proceeded to accept the low bids but encountered some delay in signing contracts. The low bidders were not at all sure that their bids were high enough, and seriously considered forfeiting their 5 per cent deposit. That the contractors might have saved money by forfeiting their bid deposits is evidenced by the bids for an elementary school which were recently opened in another Minneapolis suburb. The costs in this instance rose 72 cents per cubic foot plus an escalator clause permitting an additional 10 per cent increase.



The school plant of St. Louis Park, Minnesota, consists of a high school centrally located and five elementary schools. The village hall is partially used for school purposes.

Contracts Finally Let

The contracts were eventually signed and the contractors began the difficult task of securing the necessary materials. The existing four-room building was vacated so that by June 1, 1946, construction could begin. Delays have been numerous. Plumbing materials, especially soil pipe, have been particularly difficult. During the summer an acute shortage of cement held up work for a time. Bricklayers have been hard to find as many were asking for "extra pay" arrangements. Millwork strikes held up the delivery of door and window frames. Asphalt tile was specified for all the classroom floors, so the contractor had to worry about wood flooring for the gymnasium only. The Civilian Production Administration approval of construction carried with it no priorities. It served only as a "hunting license" and left it to the ingenuity and ability of the contractors to locate the material. By January 1 the floor and roof slabs had been poured, some of the brickwork has been completed and partition walls are being erected. The framework of the building has progressed sufficiently so that it can be enclosed with canvas, permitting work to continue throughout the winter. It is hoped that construction will progress rapidly enough to have the building ready for the opening of school in September, 1947. Plans and specifications are being completed now for the second unit, in the expectation that bids will be taken on it

just as soon as the Lenox School nears completion.

Details of Building

The Lenox School (Haxby & Bissell, architects; J. S. Belair, associate) will be a modern elementary school with adequate facilities to serve the children and the community. There will be two complete kindergarten rooms and 18 elementary classrooms, making the building large enough to house all the children in the neighborhood from kindergarten through the sixth grade. Additional facilities include a library, a large kitchen and lunchroom, a gymnasium-auditorium, ample locker and shower facilities, administrative offices and adjacent nurses' quarters.

Basement space is utilized to supply facilities for community and school purposes. The music and lecture room has a small stage and 90 seats on a sloping floor. It will be used for movies, chorus work, and a place to present dramatizations to other grade groups. In the evening it will serve as a convenient place for adult meetings of various types. The clubroom on the other side of the corridor will become a place for instrumental music instruction during the day and a scout and campfire meeting room after school and evenings. A large fireplace, a small kitchen, adequate cupboard space for storage of scout material, and an adjacent storeroom for musical instruments help to make the room thoroughly usable. The community room at

the opposite end of the building will be used for physical education activities during the day and as a community room in the evening. It is also supplied with a small platform stage. The storage rooms, adjacent to the community rooms, will provide ample space for chairs and other equipment when not in use. Toilet facilities and public telephones are provided at both ends of the building, so that either portion may be used for evening meetings and isolated from the rest of the building.

Heating will be done with two low-pressure steam boilers fired with oil. Ventilation in the classrooms is assured by univents. Separate heating circuits have been set up so that sections of the building can be heated and used independent of the rest of the building.

Handy Service Arrangements

The handling of all supplies, equipment, and other materials needed in a modern school is conveniently arranged. A delivery room, with an outside door at grade level and then a sliding chute or a short stairway of five steps, gives ready access for deliveries of milk, lunch supplies, textbooks, teaching supplies, and janitorial supplies. This delivery room is located convenient to the kitchen, to a general supply storeroom, and to a janitorial supplies room. A dumb-waiter in the general

supply storeroom makes it easy to lift paper and other school supplies to the storeroom off the principal's office on the first floor and textbooks to the textbook storeroom on the second floor.

The two washrooms near the lunchroom each have one side completely open in order to facilitate supervision and increase the speed in getting to the lunchroom. The lunchroom is planned to seat 360 persons at one time. Practically all the pupils remain at school for the noon lunch. The lunchroom will be available for community dinners as well as for the school lunch program. A separate dining room is provided for the teachers who are not supervising the lunchroom.

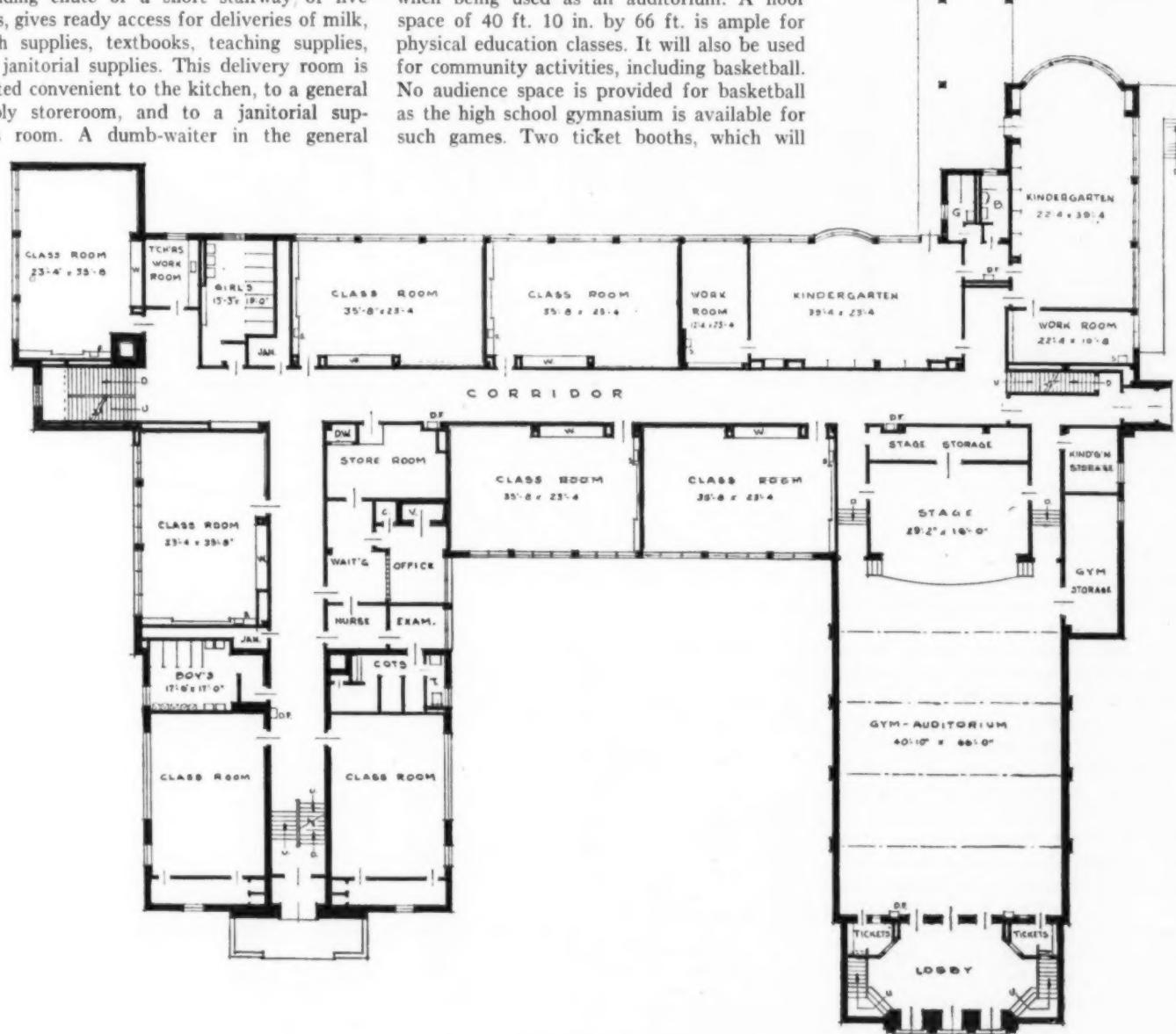
Adequate locker and shower facilities are included to permit an extensive physical education program. Basket lockers for gym clothes and steel lockers for street clothes are provided.

The gymnasium will serve as a combination gymnasium-auditorium, seating 400 persons when being used as an auditorium. A floor space of 40 ft. 10 in. by 66 ft. is ample for physical education classes. It will also be used for community activities, including basketball. No audience space is provided for basketball as the high school gymnasium is available for such games. Two ticket booths, which will

also serve for storage of balls and other physical education supplies, a lobby, and lounge facilities are also provided. A projection booth is furnished so that the room may be used for movies. Folding chairs and gymnasium equipment will be stored in a room adjacent to the gymnasium. A stage, 29 by 16 ft., plus an apron, at one end of the gymnasium, will permit the presentation of various school and community programs.

Classrooms Are Large

The classroom size has been fixed at 35 ft. 8 in. by 23 ft. 4 in., thus providing for considerable freedom within the room. All equipment, such as seating, is movable. A wardrobe is included in each room. At the back of each room is a sink, a work counter, a teacher's cabinet, bookshelves for a reading corner, and tackboards for display material. Chalkboard and tackboard are placed across the front of each room and along half of the corridor wall.



First Floor Plan, Lenox School, St. Louis Park, Minnesota.—Haxby & Bissell, Architects;
J. S. Belair, Associate, Minneapolis, Minnesota.

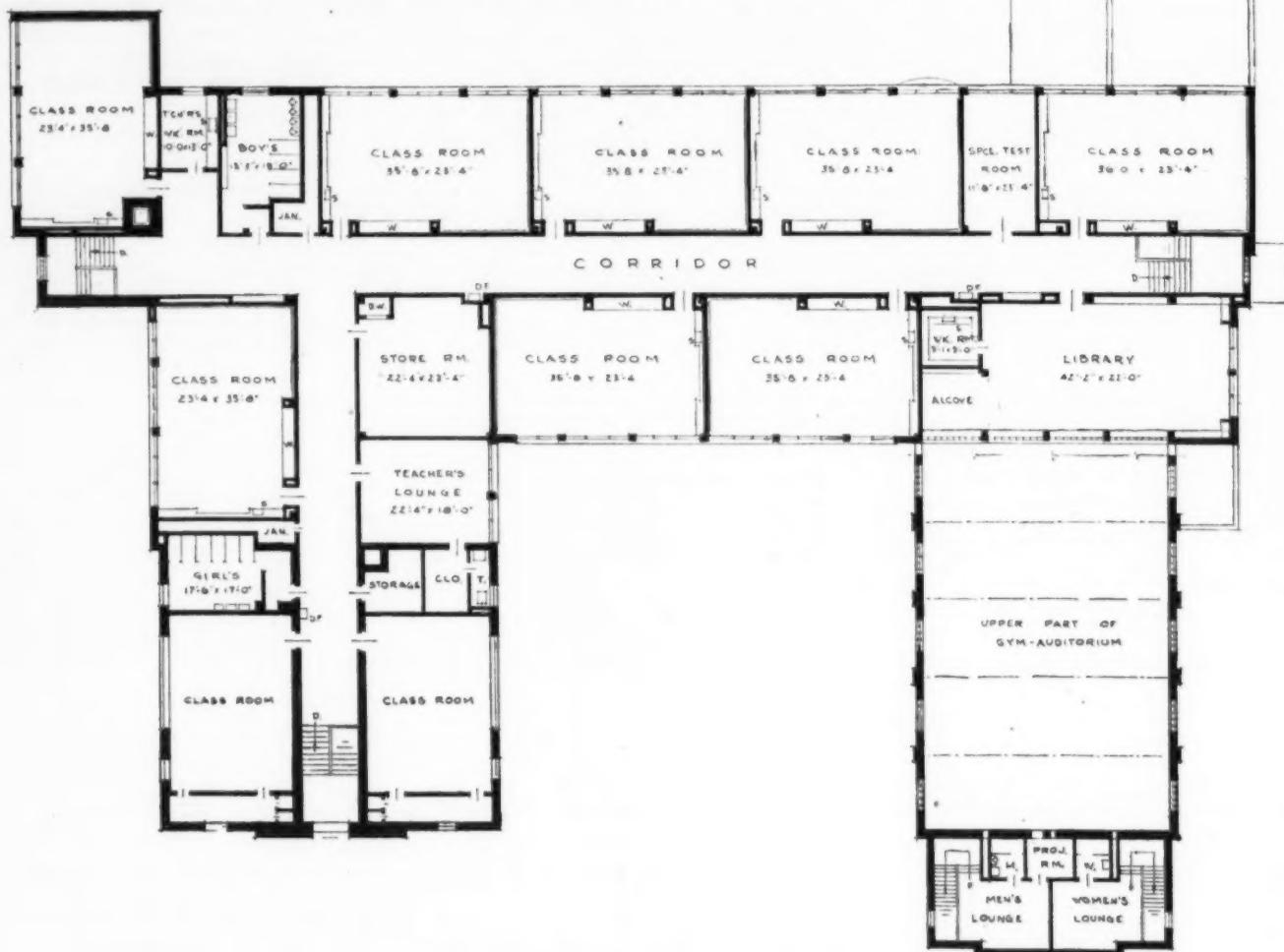
The door, whenever possible, has been placed at the rear of the room and adjacent to the wardrobe. No special rooms are provided for art, science, or music classes as it is planned to have each classroom be the center of all instruction.

Each kindergarten has been made larger than a classroom (39 ft. 4 in., in length) and

it is expected to become a center of activity for the entire school.

A special test room is provided so that persons such as the speech correction instructor and the grade supervisor may have a place to work with pupils free from interruptions.

The teachers' lounge, of ample size, is provided for the comfort of the teachers and as



Second Floor Plan, Lenox School, St. Louis Park, Minnesota.—Haxby & Bissell, Architects; J. S. Belair, Associate, Minneapolis, Minnesota.

has an adjacent workroom equipped with sink, worktables, and blanket storage cases. Both kindergartens open directly to a covered porch which will permit outdoor play in inclement weather. A storage room across the corridor will be used for keeping kindergarten equipment not in current use.

A teacher's workroom, equipped with sink and worktable space, is provided on each floor for convenience in preparing hectographed and mimeographed material.

The administrative space provides for a principal's private office, a general waiting room, vault and storeroom for school supplies. A two-way speaker system will be used for communicating to individual rooms and for general announcements. The nurses' rooms are adjacent to the principal's office for ease of administration when the nurse is not in the building.

A library, 42 ft. 2 in. by 22 ft., together with an alcove for primary books and a workroom is one of the most important features as

a pleasant place for committee and teacher meetings.

Every effort has been made to develop a thoroughly usable building, anticipating the needs of the children and the community. It will serve as a guide to the planning of the other units in the whole program of expansion.

BUILDING PROGRESS IN 1946 SETS HIGH RECORD

The dollar value of city building construction in the United States reached a 17-year high in 1946, according to the Bureau of Labor Statistics of the U. S. Department of Labor. The largest part of the gain over 1945 was in residential construction, which rose from 769 million dollars to 2442 million dollars. Nonresidential building advanced 70 per cent to 1.5 billion dollars. California and Texas led among five top-ranking states with respect to number of urban dwellings. California in 1946 led with 80,000 units, and Texas was next with 50,000.

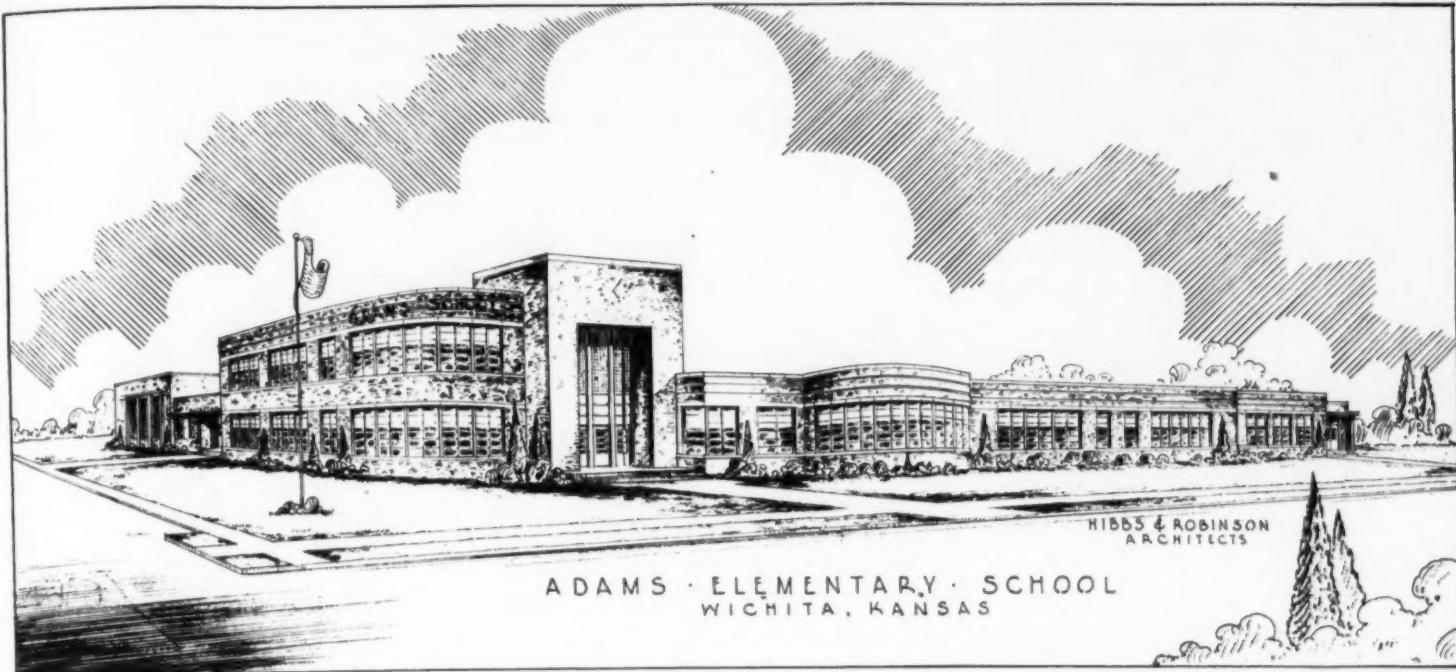
SCHOOL BUILDING NEWS

► The Quarterly Court of Davidson County, Tenn., has endorsed two bills in the state general assembly to authorize the issuance of \$2,000,000

worth of bonds to finance school construction. The school financing program calls for the issuance of \$1,500,000 worth of high school bonds to finance pending construction projects on a 26-year retirement basis. Tax collections originally earmarked for school construction over a three-year period will be diverted to increased salaries for teachers and higher operating expenses.

► Peru, Ill. The LaSalle-Peru township high school board has approved a distribution of \$1,699,700 worth of insurance on school property as arranged by the committee on insurance. The coverage is arranged on a 3-2-1 basis among LaSalle, Peru, and Oglesby insurance agencies. More than one half of the insurance coverage went to three agents, who served as members of the committee. Of the \$915,000 so divided, two LaSalle committee members share \$610,000, and one Peru member \$305,700.

► Chetopa, Kans. The board of education has sold a \$44,000 school bond issue, recently authorized at a special election. The bonds carried an interest rate of 1 1/2 per cent and paid a premium of \$15 on the issue in addition. The bonds will run for a term of ten years, at a rate of \$5,000 a year for four years, and \$4,000 for six years. The board will employ an architect to prepare the plans and specifications for the new school projects.



Architect's Drawing, Adams Elementary School, Wichita, Kansas.—Hibbs & Robinson, Architects, Wichita, Kansas.

Planned for Adequacy and Flexibility

Wade C. Fowler¹

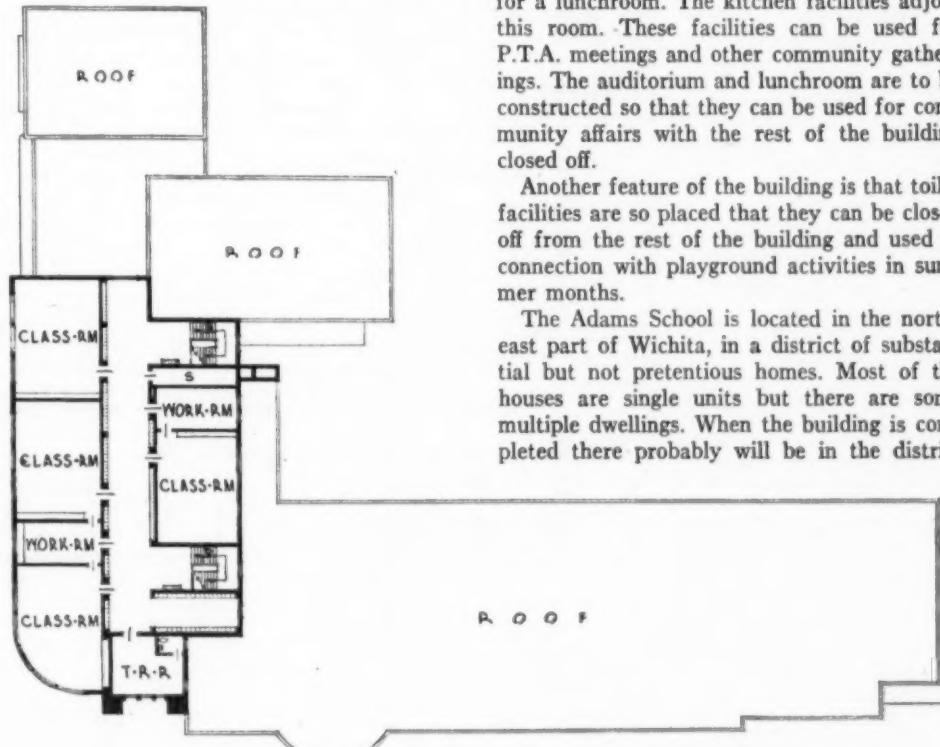
The new Adams School has been planned with the idea that a modern program of elementary education demands adequate space and flexibility in classroom arrangement. It is believed that the building and its equipment should facilitate the wholesome total development of youthful personalities. The larger classrooms, the workrooms, the health room, the activity and physical education rooms are provided in order that a well-rounded program may be possible. It is hoped that the initiative of the best teachers may be used without restriction in the facilities that will be provided.

The site includes an area of about five acres. The main entrance will be facing south, the auditorium entrance will face west. This gives the effect of a front entrance on two streets. Rounded corners with glass brick will give a modernistic appearance and an abundance of light.

Classrooms are slightly larger than the average and in addition have a workroom for each two classrooms. In general, the workroom is between two classrooms with entrances to each. The kindergarten and first-grade rooms will be provided with wardrobes. Grades two to six inclusive will have hall lockers. The health center adjoins the office and will have a large reception room accommodating both the principal's office and the health center. Cabinets, files, and other facilities will be provided in the reception room. The activity room is one which will provide for visual education,

art, and science projects and other types of activities.

The physical education room is to be 36 by



Second Floor Plan, Adams Elementary School, Wichita, Kansas.—Hibbs & Robinson, Architects, Wichita, Kansas.

48 ft. This will provide space for physical education when the weather is unsuitable for outdoor activities. This room will be used also for a lunchroom. The kitchen facilities adjoin this room. These facilities can be used for P.T.A. meetings and other community gatherings. The auditorium and lunchroom are to be constructed so that they can be used for community affairs with the rest of the building closed off.

Another feature of the building is that toilet facilities are so placed that they can be closed off from the rest of the building and used in connection with playground activities in summer months.

The Adams School is located in the northeast part of Wichita, in a district of substantial but not pretentious homes. Most of the houses are single units but there are some multiple dwellings. When the building is completed there probably will be in the district

¹Superintendent of Schools, Wichita, Kans.

three to four hundred new homes many of which will be occupied by returned veterans and their families.

This building project is a part of a building program in the Wichita Public Schools made possible by the issuance of \$5,680,123 in bonds. A total of 12 projects will be provided for in the total bond issue.

It is estimated that the Adams building will cost \$285,000 to \$315,000.

**PROPOSED CONSTRUCTION DETAILS OF THE
ADAMS ELEMENTARY SCHOOL,
WICHITA, KANSAS**

Exterior facing: buff face brick
Exterior walls: 13-inch brick bearing walls
Interior construction: reinforced concrete floors, interior columns, and beams
Windows: steel, projected architectural
Doors: wood
Corridors: terrazzo floors, glazed-tile wainscots
Stairs: terrazzo, with nonslip inserts
Classroom and auditorium floors: asphalt tile on concrete
Gymnasium floor: maple
Acoustic ceilings: low-density, rigid insulation board
Toilet rooms: terrazzo floors, glazed-tile walls
Heating and ventilation: low pressure steam boiler, with radiant heating in kindergarten and first grades; direct radiation in special rooms, and unit ventilators in all classrooms
Temperature control: Thermostats in all classrooms

Toilet rooms: fan-driven exhaust ventilation
Electrical equipment: fluorescent lighting, electric program clocks, fire alarm system

Toilets: jet action, with seat controlled, concealed tanks
Urinals: stall type, with timed flushing tanks
Drinking fountains: vitreous basins, gang type

Toilet partitions: marble
Washbowls: vitreous basins, with individual soap dispensers, and individual paper towel fixtures

Additional installations: sinks and drinking fountains in each workroom

Clothing storage: lockers in corridors for all rooms, except kindergartens and first grades, which will have special cloakrooms

Storage cabinets: wood cabinets for books and teaching materials in each classroom and each workroom

Incinerator: in boiler room

Fire control: complete fire alarm system and portable fire extinguishers

**INDIANAPOLIS POSTWAR
BUILDING PROGRAM**

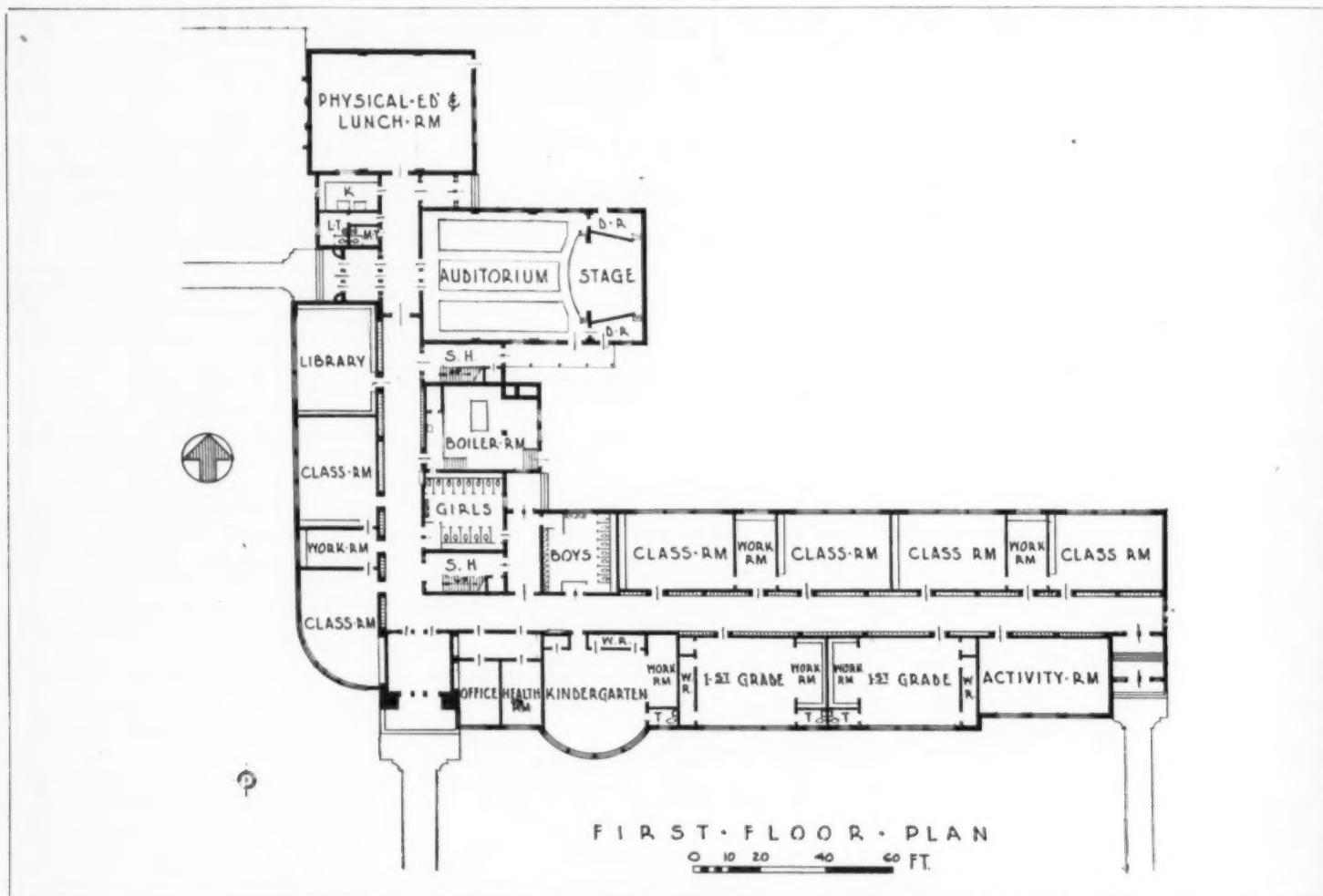
An \$8,000,000 postwar school-building program was approved by the Indianapolis board of school commissioners at its first meeting in 1947.

The program, which calls for four new school plants, includes a high school, and additions to six existing structures. More than 7000 elementary and high school students, about 12 per cent of the school population,

is affected by the new facilities. The proposals approved were embodied in a report by the board's building committee, headed by Clarence Farrington, newly elected board president. The report is the result of a one year's study by the committee of population shifts in the city affecting school enrollments, and age and condition of school and library buildings.

The board's policy will be to co-operate with the city park board so that community, civic, and recreational activities may be provided in connection with school functions. This policy, already in effect, will be applied to the rebuilding of School No. 63. In this building and in all future buildings, the recreational department will use a part of the school facilities during out-of-school hours and in vacation periods. Each building will include a wing, housing a large community room suitable for educational and civic forums and community social gatherings. Home-economics laboratories and industrial-arts shops will be available, while a gymnasium, locker and shower rooms, an office for the director, a public health clinic, and toilet facilities will be so arranged that they may be used without disturbing the academic classes.

The high school building, which is to replace the present Emmerich Manual Training High School, located in an industrial area, will be relocated on a new site.



Adams Elementary School, Wichita, Kansas. — Hibbs & Robinson, Architects, Wichita, Kansas.

In First Postwar Convention —

THE A.A.S.A. RESUMES

The war is over, but its after effects upon American education are with us in the form of reduced teacher morale, a dangerous shortage of teachers, serious difficulties in financing the schools, and rundown school plants. These effects which must be overcome in the process of reconstruction were brought home to the nation's school administrators at the first post-war convention of the A.A.S.A., in Atlantic City, March 1 to 6, 1947.

The organization has fully resumed its vast and sprawling convention, its concern in the multiform educational activities and problems with which administrators deal, and its interests in the newest visual-audio devices, textbooks, and other teaching aids. Both the papers read at the meetings and hotel-lobby discussions centered, first, around the teacher shortage and teachers' salaries and strikes and, second, around federal aid, state financing of schools, and adjustment of the schools to post-war conditions. President Hill was happy as a presiding officer, and Secretary Worth McClure and his experienced staff worked with prewar efficiency. The exhibits included 280 displays; the attendance approached the 10,000 mark. There was hardly a ruffle of controversy in the professional unity of opinion on the major problems discussed.

The General Program

President Hill built his general program around the theme of "education for the development of human and natural resources" and left to the afternoon discussion groups the significant present-day problems of adult education, finance, community planning, health, textbooks, state issues, school buildings, spiritual values in education—in a word the endless problems of the working school executive.

At the opening session, Mrs. L. W. Hughes, president of the Federated Parents and Teachers, argued for educational betterment from the standpoint of a mother; Dr. Alexander J. Stoddard, Philadelphia, discussed the challenges of postwar educational administration for social and economic reconstruction of America and of the world. On Monday evening, Mayor Hubert H. Humphrey, of Minneapolis, with picturesquely informality, urged that education is the only effective weapon for raising the world out of its present crisis and giving the peoples of the world peace and contentment. In local school matters teachers have serious responsibilities:

Teachers along with other public employees whose duties are social and educational should be selected according to their basic orientation to the community and according to their ability to interpret our democratic system with those with whom they come in contact. Of all people in public life who should truly understand the meaning of democracy and the application of democratic principles the teacher stands at the head of the list. Regardless of what may be the conduct of a community or its habits and traditions, it is the profession and sacred duty of a teacher in the classroom to expound the philosophy of democracy in its full meaning. Either we believe in human equality and human freedom or we do not, there is and can be no middle ground.

Either we believe in free and open discussion which means including controversial issues in the forum, the workshop, and discussion circle, or we deny to ourselves and those in our classrooms the rights of free speech. Either we have the courage to delve into local community problems and apply these examples to a broader level of community organization or we deny the validity of the educational processes and its usefulness in a practical situation.

Education is the single force which makes for national prosperity and a high level of culture in all countries of the world. Dr. Harold F. Clark, of New York, in discussing "The Five Talents" of education, pointed out that countries with the richest national resources cannot provide a spread of income and a high standard of living which the poorer countries have achieved through education.

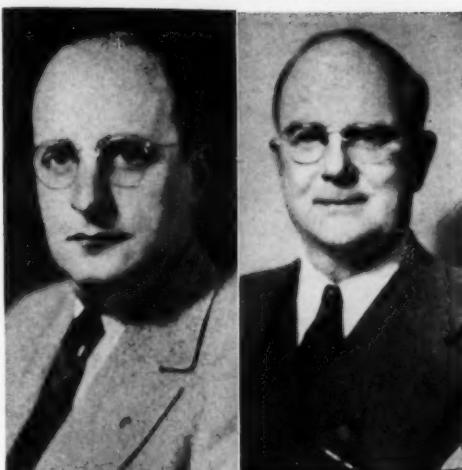
Hon. Ellis G. Arnall, of Georgia, at the Wednesday morning session, declared that (1) We need faith in the future of America. (2) We need intellectual freedom to seek the truth and to use it. (3) Our educational system is seriously underfinanced and must be placed on a new and higher level to achieve its purpose. (4) The schools must be conducted for the children, not for the school administration. Teachers must be raised to a new and higher level of public respect, the speaker urged. They need civil rights and freedom to teach the truth; higher salaries are essential, and retirement systems, which are frequently frauds, must pay pensions sufficient to keep body and soul together. Tenure is needed but incompetents must not be frozen to their jobs.

At the Wednesday evening general session, Mrs. Eugene Meyer, of the *Washington Post*, urged that the present low state of education be utilized in a sharp offensive program of correcting the entire system of school support, of raising the professional standards of teaching with correspondingly high compensation and permanence of tenure. The speaker criticized local school boards for allowing the compensation and the morale of teachers to fall to so low a point that strikes are the only means of receiving satisfaction.

At the same meeting, Dr. James B. Conant, of Harvard University called attention to educational dilemma of the high school, which under our single-track, democratic plan of equal educational opportunity for all children, overlooks the need of providing the bright boy and girl with full opportunity to prepare for college, to enter a profession on a high level of scholarship, and to take a place of leadership in our society. Opportunities in the way of challenging courses in mathematics, foreign languages, and other essential subjects may well be offered, at least in the larger schools, without interfering with the high school as a whole.

Federal Aid Discussed

The problem of greater income for education and the necessity of finding new sources of revenue on the local and state levels were widely discussed. Most of the speakers generalized concerning income and sales taxes, but invariably concluded with statements on the



Pres. Herold C.
Hunt

Secy. Worth
McClure

certainty and need of federal aid. For many of the members, the high spot of the convention was the address of Senator Taft, of Ohio, who discussed "The Sound Basis for Federal Aid to Education" and described Senate Bill 472, of which he is a sponsor. The senator argued against any form of aid which will interfere with the state control of education or with established state policies of supporting public or private education. The federal aid, he said, must not become the principal support of education, because it would cause too much reliance on federal money and would inevitably mean federal control. In summarizing, he said:

In summary, the basis of S.472 is that if a state after making more than the average effort cannot provide \$40 per child from half its revenues, the Federal Government will assist the state to see that every child receives at least a \$40 education. I realize that this is too low a permanent standard, but it is very much higher than is now being spent for many children in the poorer districts of the United States. It will take some years even to reach the \$40 minimum standard, and then we can consider whether to shoot at a higher goal.

There is reason to hope that the disparity in income between the different states may gradually decrease. The very education in the poorer states which we are now promoting ought to increase the progress, prosperity, and income of those states. As they approach the national average, the necessity for aid from the Federal Government will become less. This might well enable us, without increasing the appropriation, to raise the standard.

I realize that this bill does not hold out any immediate promise of relief to the teachers in many states. Where the aid does go, probably 80 per cent of it will go for increases in teachers' salaries where those salaries are now the lowest. There are some bills providing a general contribution by the Federal Government to all teachers' salaries and proposing very large appropriations for federal assistance to education. I do not believe that Congress under the present budget condition could possibly adopt any such bill. In fact, even with S.472, we may have to postpone its first effective year until the Appropriations Committee certifies that the program can be begun within the over-all limitation set by the provisions of the La Follette-McNary bill.

A number of the speakers at the sectional gatherings expressed regret that the S.472 will not provide adequate educational sup-



President James Bryant Conant of Harvard University receives the American Education Award for 1947 from Mr. R. E. Stewart, president-elect of the N.E.A. Associated Exhibitors.

port in a number of states. The highest amount requested by any convention speaker was 50 cents per child per day, asked by the Planning Committee, headed by Supt. W. E. Goslin, of Minneapolis. This proposal would call for about 2 billion dollars, as against Taft's 250 million dollars, and was admitted to be presently impossible.

The Resolutions urged increased aid to schools from the states and the beginning of federal aid without federal control. The general statement in the Resolutions reads:

3. *Finance needs.* As society becomes increasingly complex and its problems expand from local and national to world-wide significance, and as parents continue to demand better and more education, we must re-evaluate both the worth and the cost of schools in new and more realistic terms. We know that our economic welfare and our future progress as a nation depend on the quality and the extent of the cultural and technical education of our citizens. The primary needs of the schools in this program are intelligent leadership and qualified teachers. In order that schools may be properly operated in all respects, under the guidance of professional personnel, we believe that the total amount of money available for the conduct of schools must be at least doubled in the immediate future.

The Teacher Situation

No present problem in American schools was referred to more frequently during the convention than the shortage of teachers and the low state of teachers' salaries. A constructive approach to the problem was made by the president of the National Education Association, Mrs. Pearl Wanamaker, in her address to the Monday general session. She said:

The problem most prominently before the public at the present time is inadequate salaries for teachers and its corollary — lack of adequate

teaching personnel. This condition exists on all levels but most seriously at the elementary and secondary levels. That is the most grievous part of the whole problem.

The responsibility of the teacher in developing a true concept of democratic education and international co-operation is greater at those levels. The child in elementary school is least biased by prejudice; consequently, his mind absorbs the teachings of understanding and co-operation. He has fewer preconceived ideas to dislodge.

In correcting these problems with their ancillary evils, we reasonably enough resort to "selling" education. We know from surveys and experience that young people of today avoid a career in education for two reasons — the low salaries and the lack of respect the profession commands. . . .

The argument that teachers' salaries must be increased to meet the higher cost of living is faulty reasoning. Superintendents must take the lead in pointing out the error in the theory. The cost of living is not the basic issue. The entire teaching profession must be raised to a higher relative professional plane and increasing salaries merely to meet the rising cost of living is no solution.

The teacher, considering preparatory training and service rendered, has been underpaid since the days of Queen Elizabeth and probably before. In these days the level of payment is absurd. Throughout the nation the teachers now in service are bitter about this inequity and the men and women preparing to choose an occupation shun teaching as a plague.

Without workers, industry fails. The biggest business on earth could fail!

Teachers must receive the increases in salary commensurate with their training, ability, and value to the community. The public must be educated to the recognition of the teacher as a personality, a contributing individual in the community and not as a functional adjunct to the school building. Administrators must identify themselves with their faculties and their schools as a working, participating unit.

Better salaries and professional stature in the community will attract our young people to teacher-preparing institutions. The desire to teach is far from dead. How many girls have turned to business rather than teaching careers when their preference indicated the latter cannot be computed. How many boys have turned to other professions even though they felt an almost unacknowledged desire to enter teaching is also unknown.

The seriousness of the situation is not to be deprecated, but a fundamental faith in the democratic principles of the American people and their institutions guarantees that the American schools are in no immediate danger of breaking down completely, or that the children of the coming decade face teaching so deficient they will be unfitted to join a world democracy. An analysis might reveal some slight trace of wishful thinking there, but when hard work and a concentrated will are in back of wishful thinking, it becomes purposeful rather than wishful.

Probably the most constructive discussion of the problem of recruiting teachers, both for the present emergency and for the long pull was made by James A. Marshall, of the New York City board of education. Mr. Marshall's witty and wise paper may be summed up as follows:

A man can eat unhealthful food and engage in unhealthful activities for just so long and then the result will be illness. He can delay repairs on a building for a time, assuring himself that it was good enough last year and so it ought to be good enough this year, but the time will come when the roof will leak and the mechanical equipment stop.

We are in some such position today with reference to the shortage of teachers in our American schools. In part, this shortage parallels a worldwide situation. Here, in the United States, however, our teacher shortage is not reasonable and was avoidable. This situation did not come about overnight. It was accentuated by the war but not caused by it.

It is currently said that this shortage of teachers is largely a matter of salaries, and salaries undoubtedly are a major contributing factor to the shortage.

Another factor inherited from the past which reflects itself not only in teacher morale but also in the quality of education offered is the nature of the rural school district.

Still another factor is that in large areas of the country it is assumed for some reason that kindergarten and elementary school teachers do not need to know as much as high school teachers. It is also assumed by many that elementary school teachers and kindergarten teachers do not merit as much pay as high school teachers. As a result of these fallacies we find our most acute shortage among teachers in the lower levels of education in this country.

Salaries are not, however, the only important element in the present teacher crisis. Equally important, it seems to me, are the social attitude of the community toward its teachers, the professional attitude of the teachers themselves, and the morale of the profession as created by administration.

It seems to me that for both the short and the long haul we must divest ourselves of many of our careless attitudes toward the teaching profession if we are to get through the current crisis and avoid future crises in teaching. From the standpoint of the adequacy of salaries, the equality of salaries at the various levels of education, from the standpoint of the respect accorded to teachers by the community and, from the standpoint of administration, much has to be done and boards of education and superintendents of schools must take the leadership. But none of these things will long be effective or will improve the quality of teaching itself unless teachers begin to think of themselves as artists and as members of an honorable and valuable profession, with a great tradition.

The question was raised in one of the sectional meetings whether the agitation for higher salaries is not coming too late in the economic cycle. The speaker, a school board member, seemed to feel that the attitudes of people toward wage increases are changing, and that shortly the demands will be made for tax reductions. The large increases in school taxes necessary for the new salaries will meet resistance. Most of the speakers at the sectional meetings were rather vague in suggesting sources of higher school revenue for salaries and showed little evidence of thinking through the tax adjustments which must be made, particularly on the local and state levels.

The Exhibits

The attendance which approached the 10,000 mark did not reach the anticipated high mark, partly because of travel difficulties, local school troubles, state legislative situations, and excessive convention prices. Atlantic City's convention facilities were excellent in the accommodation for the general and minor meetings, the exhibits, first-class hotel rooms. Belmont Farley, newsman, Secretary Worth McClure, and the convention staff provided the usual courtesy and efficient convention management to which the Association became accustomed. The exhibits, described on another page, were more extensive, more educationally significant than any previous show. In his address to the convention, R. E. Stewart, vice-president of the Exhibitors' Association, expressed the interest of the manufacturers and publishers in the success of education and in the welfare of the teaching profession. Incidentally, the exhibitors' annual show provided a real treat in the form of a concert by Spitalny's All Girl Orchestra, and a constructive discussion of the failures and opportunities of college sports by John Kieran. President James B. Conant, of Harvard University, was awarded the 1947 Award for Distinguished Service to Education.

In Summary

It is difficult to appraise the spirit and the total effect of so large a convention as the A.A.S.A. at which more than 50 organizations come together and as many as 35 conferences are going on simultaneously. The convention was serious in its expressed determination to meet the current problems and to reconstruct education in the United States for the benefit of the coming generation, for the improvement of life and living in the United States, and for the total betterment of international relations.

That the schoolmen are fully alive to the seriousness of the teacher problem was evidenced in the references in practically every address to salary insufficiencies, shortages, lowered morale, and strikes. While the resolutions deplored the use of strikes as a means of securing the rights of teachers, and demanded that all efforts for improvement and community spirit be on a professional level, there was only one criticism of a recent strike. The feeling seemed to be prevalent that if a community is so politically minded and so indifferent to the value of the schools and the services of the teachers then a strike is justified as inevitable. Teachers must show greater independence and force the politicians in authority to respect their rights.

That the educators feel that some form of federal aid is necessary and that they are ready to accept even the most moderate help

to the most needy states was evidenced also in the resolutions and in the attention given to Senator Taft's address. The discussions of extended school services on the elementary and secondary level, of university and college expansion, and practical means of improving intergroup understanding were distinctly constructive. Among the national projects for education, the failure of the school lunch program was widely deplored. Reference to federal aid for school buildings was discussed as the one most important means of rehabilitating the present insanitary and condemned

school buildings and of making widely needed additions. It seemed to be the feeling that federal aid for building is the only means of reviving interest in this area and of helping balance local and state school funds, which now must be almost completely diverted to increased salaries. All in all, the convention provided a national overview of the total situation in all its serious implications and enabled the members to return to their local jobs with renewed inspiration for attacking the vast task of reconstruction in their local school systems.

Council of School Board Associations Progresses

Progress in defining its function and extending its services to a greater number of state organizations was recorded by the National Council of School Board Associations, at its annual meeting, Atlantic City, March 3 and 4. Secretary Robert M. Cole, of Illinois, reported that 31 of the state associations are now members of the Council. The organization is being put on a substantial basis and plans are under way for providing the members with a national bulletin as a means of closer co-operation.

In his presidential address, Arthur J. Crowley, of Hastings-on-Hudson, N. Y., spoke of the necessity for school boards to take the leadership in promoting the welfare of the schools in the crisis now existing in the several states.

At present, the schools have before them three great problems for the solution of which the school boards should seriously work. These are (1) the increase in teachers' salaries and the betterment of teaching as a profession; (2) federal aid for the states which cannot finance an adequate school program; (3) the modernization of old school plants and the construction of new buildings to meet the needs of the new school population and the new educational program.

In a discussion of the school lunch program, Fred G. Thatcher, of West Monroe, La., urged that the expansion of the rural and city lunches under federal aid have amply proved the educational and physical value of the program. Federal aid to the extent of one hundred million dollars should be made permanent.

Dr. David J. Rose, of Goldsboro, N. C., argued that local school boards who have no axes to grind have the mission of making schools better, of directing them for community betterment, and of helping individuals to perfect themselves. He urged that teaching is a creative art and that teachers must be treated as artists, and must be raised in the respect of the community. Dr. A. R. Livermore, of Smethport, Pa., said that the debacle which is imminent because of the unrest among teachers will be charged ultimately to the school boards. It must be remembered, the speaker added, that the schools have other needs besides teachers' salaries — enriched curriculums, buildings, and equipment. If the teachers who are late in the economic cycle in their demands, want higher salaries, they must help find the funds in the shape of equalization of opportunity, higher basic standards, guidance,

better sales taxes, etc. Dr. Frank L. Wright, of St. Louis, Mo., in speaking of the teacher problem, stated that the teachers must merit raises in salaries, and must be provided with a better place to work, a good place to live, security, public respect, and supervisory help. He described the Webster Groves, Mo., salary schedule, which begins at \$2,200 and rises to \$4,020 for successful teachers.

Salaries Discussed

At a noon luncheon meeting which extended into the late afternoon, Dr. N. L. Engelhardt, of Brooklyn, N. Y., recommended that postwar school buildings be planned and erected within the economic abilities of school districts, to provide facilities for a broad group of educational services. Cutting plans to the bone to meet the present unreasonable construction prices is inadvisable because it will destroy the gains made by education. It is probable that costs will level off within 6 to 12 months so that school boards can proceed with reasonable assurance. If buildings must be cut, the waste of unneeded attics and basements, excessive plumbing and ventilation should be avoided; the real educational areas should not be cut.

Dr. Paul R. Mort, of New York, argued that the present crisis is financial and should be met by finding new income for schools at state and national levels. Dr. Alonzo G. Grace, of Connecticut, argued thoughtfully for better leadership in educational administration in local communities and states, for larger growth in the efficiency of school boards, for reorganization and re-evaluation of the school program, and for more effective teachers' organizations on a professional basis. Federal aid should not mean federal control. Dr. Alfred D. Simpson, of Harvard University, said that the greatest role of the school board is that of co-ordinating the work of the professional educator and of leading the community to want better education.

A round-table discussion on teachers' salaries brought forth a wide variety of opinion and policy for developing unit salary schedules on the preparation-experience basis, promotions for merit, extra pay for superior merit, the contractual element of schedules, etc.

Officers and Program of Work

At the business meeting on Tuesday morning the Council elected the following officers:

President: Dr. David Rose, member of the school board, Goldsboro, N. C.

Vice-president: Dr. A. Livermore, member of the board, Smethport, Pa.; Allen Jones, president of the North Summit school board, Coalville, Utah.

Secretary-treasurer: Robert M. Cole, Springfield, Ill.
Member of executive committee: Arthur J. Crowley, Hastings, N. Y.

(Concluded on page 85)



General View of the Educational and Commercial Exhibit, A.A.S.A., Atlantic City.

Education's Largest Exhibit A Brief Report on the Exhibits at the A.A.S.A. Convention

John F. Faber

The exhibits at the first full-dress national convention of the American Association of School Administrators, in the big Atlantic City Auditorium, since the San Francisco convention of 1942, were the greatest in number and of participating firms and organizations the most interesting in the history of the Association. It was an education in itself to have the opportunity of seeing the new educational materials and equipment offered for the first time, as well as the products which have become standard for school use. Unquestionably, the industries serving the school market have made, and are making, as great a contribution to the advancement of education as the school administrators. Present-day education would be impossible, or terribly handicapped were it not for the progress individually and co-operatively of manufacturers and school administrators.

The advantages of having manufacturers of all types of educational building materials, equipment, and supplies virtually bring their factories together on one floor for the benefit of school administrators, is of tremendous value. In no other way is it possible to examine the products of competing manufacturers and weigh their relative merits in so short a space of time and at such minimum expense. The school administrator has the advantage of selection and demonstration of almost every product affecting education in which he might be interested. The manufacturers' sales representatives have the advantage of displaying their products, which is not always possible when calling on school administrators. School administrators and the manufacturers serve education best when they meet at the A.A.S.A. Convention exhibits. No school administrator should miss this annual opportunity.

Book Exhibit Significant

From the standpoint of the number of exhibitors, the publishers of books ranked first. Textbooks, supplementary books, workbooks and professional books on all levels for elementary and secondary schools, in every subject, were available for inspection. One exhibit booth seemed to compete with the other in design, display, and presentation of books. No modern school system can function efficiently without the latest and best in textbooks. Days could have been spent in examining the many and new books, beautifully illustrated, by the ninety publishing houses exhibiting. New books in practically all subjects were displayed, including such special books as consumer mathematics, music, encyclopedias, applied mathematics, hobby, and technical books. One small book exhibited, which is sure to be of interest to all administrators, teach-

ers, and parents is *Better Reading and Study Habits*.

The large number of exhibits on educational materials and equipment offered an extremely interesting experience. Great emphasis was placed on visual and audio-visual education with the many projectors, slides, films, radios, records, sound-recording equipment and sound film available, embracing practically all subjects. The possibilities of television in education were cleverly demonstrated and the further use of technicolor in education seems assured. Hundreds of teaching aids and various kinds of classroom equipment were in evidence. A new Phonoscope, synchronizing sight and sound for music teachers, was shown for the first time.

Emphasis in many of the exhibits centered on the physical leg of education. Correct feeding, conservation of eyesight through eye testing, and proper lighting or color schemes, safety in bus

(Concluded on page 80)



Officers of the American Association of School Administrators and Officers and Directors of the Associated School Exhibitors, Atlantic City.

A Depression Heritage —

Omaha Schools Face Acute Financial Situation Harry A. Burke¹

I am describing a local and state situation in which no victories for educational support as yet have been won. Public opinion is not aroused and public leaders tacitly assume that the recurring educational crises in Nebraska will take care of themselves. The national crusade to increase teachers' salaries and to finance public education adequately has had little effect on the citizenry as a whole or the state legislature now in session. The organized teaching profession itself has been thrown into the struggle without adequate preparation for a campaign for educational support which has become expectably bitter. The Omaha situation does present some unique factors which may be of interest. It must be stressed, however, that the struggle is now being waged in the legislature and that no conclusion has been reached.

Nebraska's tax structure for the support of all subdivisions of government has remained unchanged except for minor adjustments since its admission to statehood in 1869. The tax on real and personal property supports local government to the extent of 92 per cent of the total cost. There is literally no state aid for schools. Nebraska ranks forty-eighth among the states in the recent study of the National Education Association on the financing of education. Despite the fact that Nebraska now enjoys the highest income in its history, the percentage of this income devoted to the support of education continues to decrease. Valuations on which the property tax is based have risen only slightly above the depression lows of 1934 to 1936. Taxes on personal property and intangibles are virtually uncollectible. This situation, coupled with a situation of obsolete millage limitations, makes it impossible for hundreds of school districts to meet rising school costs and increased teachers' salaries. One fourth of the teachers in the state now are employed on the basis of temporary permits.

Nebraska's Ideology

Nebraska has an ideology of its own, a "white spot" philosophy which contains as its chief tenet the uncompromising opposition to the use of any new type of taxes to meet changing conditions and augmented governmental needs. Nebraska has two powerful taxpayers' leagues, subsidized in part by outstate corporations and state business interests. This ideology also includes a veneration for local financing of education to such an extent that many school districts refused to use WPA or PWA funds for the erection and maintenance of school plants. One of the crying needs of school government in Nebraska is the reor-

ganization and redistricting of the 7000 school districts. Many school districts have no children enrolled in schools, support no schools, and more important, pay no taxes for the support of schools. Some 1200 districts "contract" with neighboring schools for education at a cost much less than would be required to operate their own district schools.

The situation in Nebraska is definitely a heritage of the depression and drouth years of the thirties. The economic impacts of these events accentuated the migration from the state and increased disproportionately the older age groups of the population. Despite the fact that Nebraska has experimented with the unicameral legislature under the influence of the late Senator George Norris, the state is as a whole, essentially rural, conservative, and resistant to change. This attitude may be measured by the vote taken on the constitutional amendment proposed by educational leaders last November to provide \$40 per child in state aid to be paid for by some form of indirect taxation. This measure was overwhelmingly defeated despite the current breakdown in educational support. It is significant that Nebraska was the only state among those voting on educational measures last November which refused to face the issue of adequate school support.

The Omaha Situation

Omaha's finance problems stem from the fact that it is the only metropolitan city of the state by definition of the statutes which sets the school system apart from the educational organization of the state in general. Omaha's millage limitations are eight to ten mills lower than other cities in the state. Per capita valuations, on the other hand, in the city are very little higher than outstate Nebraska. Moreover, the city is compelled to operate within an over-all millage limitation which includes debt service and earmarks part of the millage for new construction and capital outlays. An excessive debt service inherited from the past absorbs approximately 20 per cent of the funds available for current operations. Valuations in the city have dropped over \$100,000,000, or approximately 40 per cent since 1934. The board of education has literally no tax leeway nor has it had any real power to operate the schools during the past 15 years. Efforts to correct the situation through legislative means have been nullified by the influence of local tax groups working in combination with powerful business interests. Public channels of information have been closed to the board of education. Civic, welfare, and labor groups have been divided between the "white spot" ideologies of Nebraska on the one hand and the economic dominance of the leaders of the city on the other. The result

has been an almost complete impasse educationally in the city for the past decade and a half.

Emphasis for a number of years has been on "efficiency," "balancing of budgets," and the "elimination of deficits." The result has been an appalling educational deterioration which has gone unnoticed in the city. The school year has been curtailed two weeks for the past 12 years, the purchase of books has practically ceased. In fact, no city-wide adoption of books has been made since 1939. Educational supplies are provided by paper sales and donations from P.T.A. groups, some \$78,000 in cash being provided in this manner last year. Building repairs and maintenance have not only been held in abeyance in the war years, but throughout the depression as well. Vital elements of the school program, such as elementary music, art, physical education, and health service have been curtailed or eliminated. Class size has been increased and some two hundred teachers dropped from the staff during the past twenty years, a reduction out of proportion to the losses in enrollments.

Municipal finances are somewhat in the same state. Self-appointed groups have "solved the problem" by literally passing the hat in the amount of \$160,000 to pay for back pay of policemen and firemen. The same groups advocate a voluntary increase in personal tax assessments to provide a little relief for the schools. However, this voluntary concession is to be delayed until 1950. Omaha hopes to solve its finance problem by its own moral rearmament plan.

Some Constructive Factors

What are some of the positive factors in the battle of Omaha? In the first place, every effort is being made on the part of the board of education, the P.T.A., and the organized profession to weaken the "divide and conquer" tactics of the opponents of educational reform. The major deterrent in educational progress in Nebraska has been the political schism existing between Omaha and outstate Nebraska. Taxpayers' groups defeated the constitutional amendment which would provide \$40 state aid by the use of two sets of arguments, one for the city of Omaha and one for the rest of the state. In this campaign a dummy organization called the Nebraska Foundation Incorporated ruthlessly appealed by means of subsidy of business groups to every divisive and reactionary force in the state. Although this first major effort resulted in a complete defeat, for the first time in the history of the state, some 250,000 voters expressed themselves on an educational issue. Since the impending crisis is now more evident than ever, thinking citizens realize that the constitutional amendment, carrying with

¹Superintendent of Schools, Omaha, Neb.

Prepared for the School Board Problems Discussion Group, American Association of School Administrators, Atlantic City, March 4, 1947.

it the provision of state aid, has been by far the soundest proposal made to date to aid the schools. The campaign also has given the organized teaching profession and the proeducation elements in the state an opportunity to learn how to work together and to secure practice in the techniques of influencing public opinion.

In Omaha the board of education began last year an effort to secure an unbiased report as to the actual needs of the schools. Last March a Citizens' Committee was appointed from representative groups in the community to give a neutral report on school conditions and needs. Two months ago this committee reported after a careful analysis of the school situations an increased budget of 20 per cent or \$1,350,000 additional funds to provide for increased salaries and basic needs of the Omaha schools. The startling aspect of this report was the fact that for the first time in 15 years a group of citizens had suggested a substantial increase in the school budget. The problem necessarily entailed a corresponding increase in the tax rate. This report was printed by the thousands and distributed among the citizens of the community, and because of its importance the public press was compelled to print a favorable report on the school system for the first time in a decade. The board of education implemented the findings of the Citizens' Committee by a formal resolution asking for a 40 per cent increase in the millage ceiling and the separation of the tax levies for debt and current operations. Bills to present to the state legislature were drawn to cover these recommendations.

Tax leagues in the city, countered by the appointment of their own committee, centered in the Chamber of Commerce. This group offered a one mill increase instead of the nine mills requested by the board of education and the voluntary increase in assessments mentioned previously.

The matter now rests in the hands of the education committee of the Nebraska state legislature which has before it bills to provide the necessary millages to provide adequate support of schools for Omaha and to provide tax leeway for board of education operation. These bills would permit 50 per cent increase of school taxes in Omaha. One of the most effective slogans of the campaign has been the appeal to outstate legislators to place Omaha on the same millage basis as the other cities in the state, which now have the right to levy 22 mills as compared with Omaha's 11½ for current operation of schools.

Some Admitted Mistakes

Perhaps a statement of the "probable mistakes" or negative aspects of the situation might be helpful. The threat of closing the schools without resorting to overt action has been used too constantly throughout the years. It must be remembered that the Omaha situation is one of some twenty years' duration — a fact which makes this particular local situation somewhat different from that of other cities. Perhaps the game of bluff no longer carries any importance in a situation where

the closing of schools is now actually the only possible course of action left the board of education.

Personnel of the schools and the parent-teacher organizations have had to depend exclusively on their own efforts without the aid of other important organizations in the city. The lack of a continuous program of adequate interpretation and public relation has been a serious handicap. This lack has been probably the result of inadequate finances and vindictive attacks against any attempted public relations program. The citizens of Omaha have been appealed to for public support only in times of extreme crises and urgent financial need. There has also been a tendency to underestimate the powerful influence of the single metropolitan paper in the state. This influence has had to be overcome by means of unpublicized meetings, personal contact on the part of educational leaders with individual groups, and through sporadic efforts of intermittent publication of professional materials on the part of the Nebraska Education Association. There also has been the failure to enlist effectively the aid of organized labor and other groups favorably disposed toward education because of their national programs.

Through the years there has also been an

overemphasis on the amount of money needed rather than a statement to the public in terms of specific needs which affect the quality of the educational program.

There has also been a general indifference on the part of the organized teaching profession in the city and the public in general as to the type of legislator elected to serve at Lincoln. There has been a tendency of these representatives to ignore requests for constructive legislation in behalf of public education because of the general public apathy in their selection.

Lastly, the campaign for additional funds has been waged too extensively rather than intensively in a sort of intermittent manner extended over too long a period of years. The necessity of appealing to the city for help too often has had a deleterious effect.

To date the battle for adequate educational support in Omaha is an unfinished one which has been complicated by a "white spot" ideology peculiar to Omaha and Nebraska alone. However, there is hope that educational reform may be effected in Omaha and Nebraska not only because of the urgency of the present situation but on account of the general awareness for the need of educational support throughout the whole nation.

Said in Atlantic City

LOCAL AND STATE SCHOOL RESPONSIBILITIES

Supt. L. G. Nourse, Norton, Mass.

Massachusetts reflects two well-known concepts: (1) that the local community in the famous New England town meeting has the right to manage its own affairs; (2) the famous law of 1647 by the general court requiring towns to maintain a grammar school and placing a penalty for failure to do so.

Horace Mann found, after two hundred years of conflict between these two ideas, the local function of education in the ascendancy and the educational progress at a low watermark. Largely through his efforts, the recognition of state responsibility for education was established. In 1942 the Court decision in the city of Woburn case reaffirmed the power of the local school board to determine the degree of educational progress and financial support because the board was acting with powers granted by the state in educational matters.

It is an accepted principle that liberty must be won by every generation. The principle that the local school board shall set standards and determine the financial support of education as a state function is today under dangerous attack. The Massachusetts Teachers' Federation, State Association of Superintendents, and the newly organized Association of School Board Members are all carrying on an active campaign to arouse support for traditional status of education as a state function.

I feel that a clear recognition of the broad powers and responsibilities of school boards toward their state function is essential. In Massachusetts the state function of the local school boards is being threatened by groups which would place education completely under local control by officials which in many communities have been historically opposed to educational progress and open to more political pressure than the school board. Clearly, we in Massachusetts cannot rest

on our laurels. The victory for broad educational standards and the principle that education is a state function set up by early colonists in 1647 must be re-won by the schoolmen of 1947.

SCHOOL BOARDS AND INTERGROUP EDUCATION

Supt. Charles D. Lutz, Gary, Ind.

Intergroup education is a major responsibility of our American public schools. It is unthinkable that we would accept anything but full, democratic procedures and behavior as a paramount aim of so strong an arm of democracy as the public schools. Race, color, or religion must not be considered as a basis for inadequate or unfair treatment of children, either as individuals or as groups.

Clear-cut unequivocal statement of policy by boards of education is essential for placing the public schools on the sound American basis that they should be. No group of public servants is under a greater obligation to state clearly and courageously the principles upon which our country was founded and to undergird these principles as they apply to public schools and the education of children for living in a democratic country and a democratic world.

All of the techniques and methods that we know or can develop for working together for a more sound democracy should be used. Growth of the staff in sounder democratic thinking and in ability and willingness to carry out a stated policy of the board of education is important.

A courageous and clear statement by the school board followed by a conscientious and honest effort on the part of the educational staff to live and work as democratic, professional people, lays a solid foundation for community intergroup education. The next step is to build up through the children in the schools, through parents' organizations and community organizations, the total community attitude to the highest ideals of our Constitution.

April, 1947

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deals of**When New Buildings Can't Be Built —**

Triumph for School Modernization

Mark Price¹

In New York City's congested Manhattan, a group of public school buildings erected prior to 1920 shortly will undergo a modernization program of structural improvements which should merit more than casual attention by educational authorities and the public alike.

Ordinarily, repairs and alterations to school buildings are not cause for special jubilation. Scores of such jobs, involving large and small amounts, are to be found in daily operation. During the 1945-46 school year, for example, more than 8500 different contracts and orders for maintenance work were issued by the New York board of education.

What makes the forthcoming program significant, however, is the fact that the costs of many major structural improvements are henceforth to be paid out of capital funds instead of being made a charge against tax budget funds, as has been the practice of the past.

Characterized in the capital budget as "Modernization of School Buildings," this new endeavor has for its purpose the physical and educational betterment of the fireproof, "A" type schools without placing a heavy financial strain on the demands of a limited repair account.

Recognition of modernization work as a capital expenditure after many years of inattention may be attributed to the persistence of three school officials—Harold D. Hynds, superintendent of the Bureau of Plant Operation and Maintenance; Dr. N. L. Engelhardt, associate superintendent in charge of the Division of Housing and Business Administration; and Commissioner Anthony Campagna, member of the board of education from The Bronx, chairman of the Committee on Buildings and Sites, and in private life a highly successful builder.

Vast Backlog of Work

Until a year ago, any and all structural improvements in New York City's schools were paid out of the repair account, which in the past 15 years has ranged from \$2,500,000 to \$5,500,000 annually. These are sizable sums, of course, but not so sizable when one compares the accumulated cost of school buildings and equipment with the generally accepted theory of allocating at least 1½ per cent of the total capital investment to upkeep and repairs.

In 1934, the New York City school plant had an accumulated cost of \$400,000,000, exclusive of sites. In that year, the sum of \$2,500,000, including salaries, was set aside for the maintenance department. If the principle of the 1½ per cent ratio had been applied, this maintenance fund should have totaled \$6,000,000. In 1942, when the accumulated cost soared to \$500,000,000, the maintenance fund amounted to \$5,800,000 when again, on the basis of the 1½ per cent formula, it should have been increased to \$7,500,000.

Spread over the years, the obviously limited maintenance funds have created in the New York City educational system a backlog of work amounting to more than \$37,000,000, according to Superintendent Hynds.

A recognized authority on all phases of maintenance and construction work, Superintendent Hynds came to the board of education in the summer of 1938. Soon afterward, he reported that hundreds of our school buildings, having a life usefulness of at least 50 years, required rehabilitation and modernization for maximum efficiency. Many schools were found to be in need of improved heating and ventilating plants, sanitary facilities, and electric work. Others were lacking in educational needs due to the inadequacy of class-

rooms, shops, auditorium, gymnasium, cafeteria, special rooms, offices, and playgrounds.

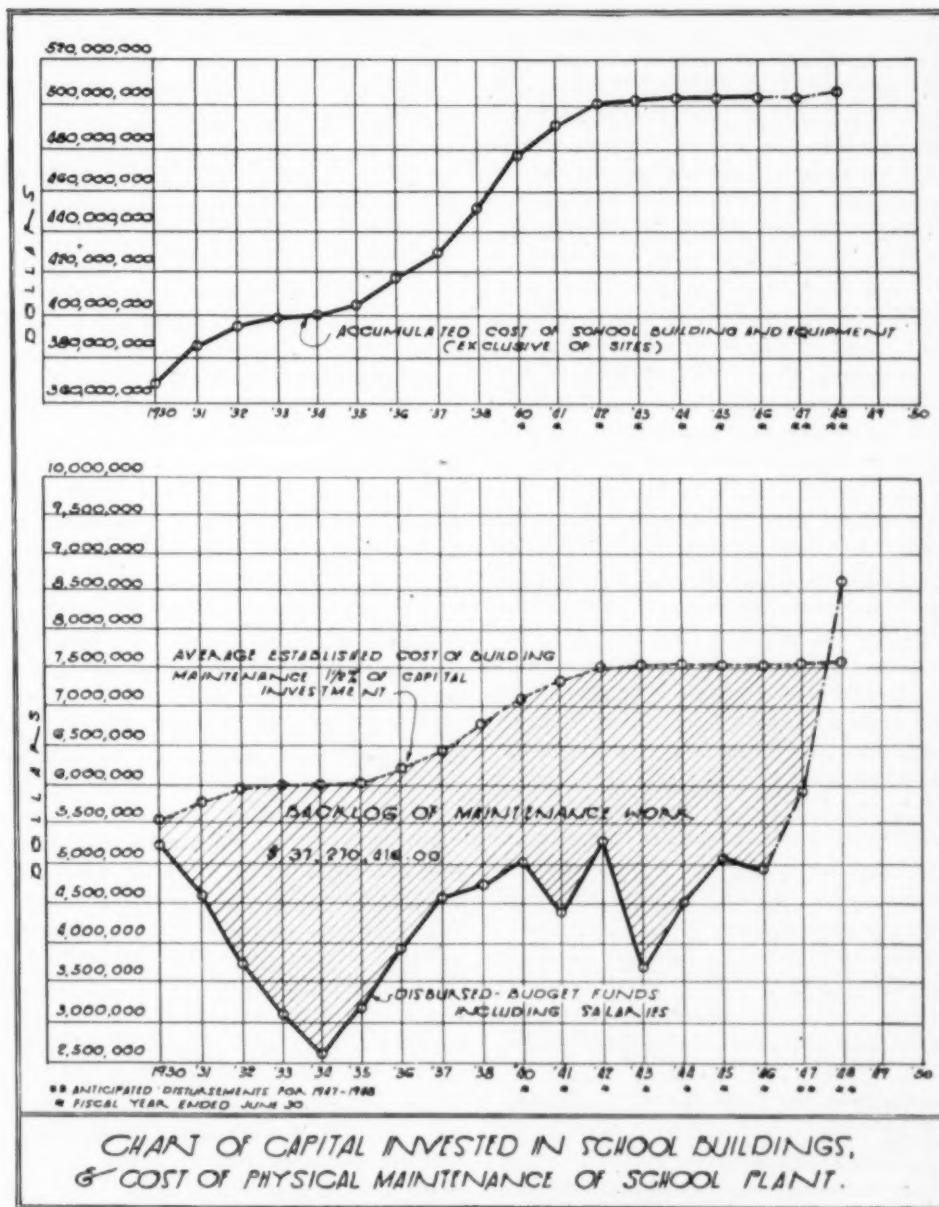
The superintendent's trained eye quickly recognized defects in the maintenance program as it then existed. If, he reasoned, there were insufficient funds in the tax budget for ordinary repairs, how could he possibly undertake large modernization programs so necessary to the proper utilization of modern school buildings?

Argument for Modernization

Superintendent Hynds found champions of his cause in Superintendent Engelhardt and Commissioner Campagna, both of whom entered the service of the board after his own election. They were amazed to learn that modernization was not recognized as a justifiable capital expenditure.

"Accident of residence should not determine the type of education which children should receive," said Superintendent Engelhardt. "Children in all parts of the city are entitled to the same advantages possessed by those who attend new and modern school buildings."

(Concluded on page 82)



¹Board of Education, City of New York.

The American
School Board Journal
 A Monthly Periodical of School Administration
 Edited by
 Wm. Geo. Bruce and Wm. C. Bruce

PROGRESS MADE BY SCHOOL BOARD ORGANIZATIONS

ASSOCIATIONS of school boards, both state and county, during the past four years have made decided progress in membership and in service. The justification for their existence has been demonstrated in a most gratifying manner. Their periodic conventions have exemplified the value of an interchange of ideas and experiences; they have gained sufficient prestige in several states to impress the lawmaking bodies with their solid good sense and unselfish civic purpose in proposed school legislation.

For decades the inherent weakness found in school board associations has been the transitory character of a school board membership. When a member retires from a local board he automatically quits the organization; he is no longer an eligible member. Besides, school board organizations, be they state or local, are voluntary as far as membership is concerned. Civic interest in the cause of popular education and school-administrative procedure are the only incentives for attendance.

With the passing of time, expedites for maintaining membership, finances, and interest have been found. The first essential is an all-year paid secretary or director. This official supplies the cohesion that keeps the organization active and abreast of its objectives and mission. By constant observance and watchfulness, the director will know the problems that arise here and there in the school-administrative service. He knows where new state laws are needed, and where old laws are subject to amendment. His office becomes the clearinghouse for information that will help local school boards solve their serious problems. In building up the programs for annual gatherings he is able to suggest subjects for discussion and name the persons best suited to present them.

The recent meeting of the National Council of School Board Associations, at Atlantic City, gave evidence that the state associations are gaining a momentum and a stability which will make them an increasingly strong force for the betterment of state school systems and for overcoming the failings and failures of local school boards due to ignorance, inexperience, and

lack of a broad view of the responsibility and opportunity of board membership. Associations in New York, Illinois, Minnesota, Colorado, California, are not drifting or spasmodic — they exert leadership and influence and are sources of genuine educational growth. They will bear watching — and imitating.

THE TEACHER SHORTAGE

THE teacher shortage appears to be reaching a new high point, and there are not at present evidences that an approach to relief will be found for more than a year to come. With the exception of a very few politically beset communities the large cities will have solved their salary problems and the teacher supply difficulties by the end of the present school year. Similar good conditions are developing in the better situated cities of fifty to one hundred fifty thousand population. Less progress is being made in the cities under fifty thousand.

It is in the rural towns and the open country among the one-teacher to ten-teacher schools that the shortages are particularly bad simply because funds are not available to prevent teachers from looking out of the classroom window through which they see workers in the service and manufacturing occupations better paid than themselves. The really serious aspect of the situation is the continued growth in the number of substandard teachers working on emergency certificates.

As immediate expedites it seems vitally necessary for the school boards to redouble their efforts for bettering the condition of employed teachers through stretching the sources of tax income to the limits. That means both expansion of the local budgets and demands for further state aid. In the latter, the co-operative efforts of the school board associations and of the teacher groups is needed particularly in inducing the legislatures to levy higher, or entirely new, taxes. The real solution of the entire problem is within the state governments; even if federal aid is voted by the Congress the amounts available are likely to help only the poorest of the states.

Larger numbers of teachers of the ability and training which the schools need now and for the long pull cannot be secured through higher salaries alone. A concerted effort is necessary to raise teaching to a social position that will make it a profession sought by young people of the best minds and the highest ideals — as life careers. That will mean not merely the honest application of the permanent tenure laws, but the contribution by the school board of all those elements of human treatment and respect which hold people in

their occupations. Challenges to self-improvement and to superior service must, of course, be set up, so that there will be a genuine personal progress and teaching efficiency. But all those adolescent restraints and that forcing of individuals into narrow community patterns which school board rules and the supervisory practices of the school executive so often impose, must be removed. The teachers must have the full freedom and the respect which are given the lawyer, the doctor, the engineer, and the high-grade technical worker. The teacher may have been the original baby sitter, as James Marshall suggested in Atlantic City, but she is that no longer. She is a professional woman who will act her part if she is trusted.

It is time that the present type of propaganda for salaries be replaced by calling attention to the high value and the fine satisfactions of teaching. There is a certain professional disrespect in much which has been said by some spokesmen for the teachers, particularly the lay writers. The time has come for a more positive approach based on honest appraisal of the deep responsibility of the school — which is the teacher — for building the future manhood and womanhood of America.

SCHOOLS AND POLITICS

IT IS frequently argued that the schools should be kept out of politics, that school board members should be elected on non-political lines, and that teachers and superintendents should be free to carry on their work without interference from politicians.

No school system in the United States can be conducted without politics or politicians. Every school board member and every superintendent is necessarily a politician and the work of conducting the schools involves political elements. The fact is that the continued existence of a republic like the United States depends upon the interest and the activity of the people in public affairs, in the improvement of its institutions, and in the advancement of the interests of its people — all that is politics.

What is really meant by the statement that the schools should be kept out of politics, is that they should not be subjected to the evil effects of partisanship, to the personal ambitions of individuals and self-seeking groups. It means that school budgets and bond issues should not be subordinated to the whims and the uncertainties of poorly directed city governments. It means that teachers' appointments and promotions, textbook adoptions, and equipment purchases should not be used to the personal advantage of office

holders or their political supporters. It means the elimination of many similar evil elements.

On the positive side there is need that the school boards, the school executives, and the entire groups of state and local school officials be men and women of sufficient strength and personality to carry on the business of education under the give-and-take of a representative form of democratic government. That means that school authorities must frankly face and contend with the conflicting and competing elements in the state and local governments and in the citizenship. It means that they must understand the practical procedures of the American system and have sufficient experience in it. It means that they obtain protective legislation to enable the professional executives to carry on the school business without interference from negative forces. It means that the school representatives secure stable sources of tax income, adequate for all the essential purposes of the schools. It means that in any change in conditions, the school representatives have such foresight, such a marshaling of facts, such a grasp of the laws, and such a standing based on unselfish service that they can meet the emergency and in fact build up the schools to a newer level of service.

The practical school man does not decry politics; he plays it in the best sense because he is truly a statesman who places principles and the forces of educational good will above all expediency.

SCHOOL CAFETERIA ADMINISTRATION

THE recent failure of federal aid to enable local schools to continue pupils' lunch services to the end of the school year without raising prices radically or dipping into local school funds, has suggested the necessity of studying the entire local school cafeteria setups and of making adjustments in relationships and structure. The recurrence of the present embarrassments must be planned for and avoided unless Congress sets up federal grants that will make the present situation an impossibility in the future.

In its study of a local situation the school board may well ask its responsible employees and their supervisory superiors to review the entire methods of buying foods and of preparing them, of setting up menus and of managing the personnel, of charging for meals and of safeguarding against deficits. In the small communities especially it will pay to ask the state department of education to send on its experts to survey the local situation, to ex-

plain state-wide standards, and to review particularly the kitchen and dining equipment, local wages, conditions under which kitchen and supervisory staffs work, and results which reasonably may be expected.

The federal purposes of aid which are primarily centered on the development of child growth and health and which con-

template the economic benefits in using up agricultural surpluses must somehow be harmonized with the educational purposes of the school. It would seem that the school will gain most if it fully adjusts its policies to achieving the federal ends. But the Congress itself must provide sufficient funds for the full school year and in each year.

Highlights from A.A.S.A.

TEACHERS' SALARIES

Mrs. Pearl A. Wanamaker, President N.E.A.

The problem most prominently before the public is inadequate salaries for teachers and its corollary — lack of adequate teaching personnel.

The argument that teachers' salaries must be increased to meet the higher cost of living is faulty reasoning. Superintendents must take the lead in pointing out the error in that theory. The cost of living is not the basic issue. The entire teaching profession must be raised to a higher relative professional plane, and increasing salaries merely to meet the rising cost of living is no solution.

Teachers must receive the increases in salary commensurate with their training, ability, and value to the community. The public must be educated to the recognition of the teacher as a personality, a contributing individual in the community and not as a functional adjunct to the school building.

EDUCATIONAL RECONSTRUCTION **Supt. Alexander J. Stoddard, Philadelphia**

How have the schools come out of the war? Probably never before have the American people had as high faith in education as they have now. This war exploited the services of the schools and colleges as was never done before.

The schools face the challenge of maintaining that faith in a weakened condition and under grave handicaps. They have emerged with an expanded program involving financial support so large that it cannot be provided through traditional sources of taxation. They meet an enlarged demand for service with depleted personnel; with a curriculum that needs overhauling; with a school plant that is inadequate and in bad repair; and with a philosophy of education somewhat confused as to objectives and procedures.

Salaries are the first question to consider. They must not only be raised to the equivalent of the pre-war level. They must be raised sufficiently beyond that point to accomplish two purposes: (1) Sufficient teachers must be brought into service not only to fill depleted ranks but also to provide the additional personnel necessitated by new needs. (2) The quality of teaching service must be raised through more highly selective recruitment and more thorough training.

Boys and girls and adults will need to know more in the future, know how to use better what they do know, and be able to find more readily what they do not know, than was true in the past.

We have never really given education a chance to show what it can do to promote the general welfare of our great country and its people. Always we have given lip service to education, expressing our faith in its potentialities. But we have failed to provide the resources to exploit its potential contributions to our people individually and to our country as a whole.

PRESENT REALITIES

Mayor H. H. Humphrey, Minneapolis

Teachers, along with other public employees whose duties are social and educational, should be selected according to their basic orientation to the community and their ability to interpret our democratic system. Of all people in public life

who should truly understand the meaning of democracy and the application of democratic principles, the teacher stands at the head of the list. Regardless of what may be the conduct of a community, or its habits and traditions, it is the profession and sacred duty of a teacher in the classroom to expound the philosophy of democracy in its full meaning. Either we believe in human equality and human freedom or we do not; there is and can be no middle ground. Either we believe in free and open discussion, which means including controversial issues in the forum, workshop, and discussion circle, or we deny to ourselves and those in our classrooms the rights of free speech. Either we have the courage to delve into local community problems and apply these examples to a broader level of community organization, or we deny the validity of the educational process and its usefulness in a practical situation.

EDUCATION'S BURIED TALENTS **Prof. Harold F. Clark, New York**

The evidence is crystal clear that the right kind of education is the crucial thing in improving the level of welfare of the various countries of the world and various sections of these countries. Countries of great resources such as Colombia, South America, that have inadequate educational systems have low incomes. Denmark, on the other hand, has very few resources, but an educational system adjusted to the needs of the people of that country. That educational system, even with poor resources, has produced one of the high living standards of the world. The situation in fifty other countries would show exactly the same thing. Education can now be designed so that it will solve the economic and social problems.

We are slowly reaching the stage where education must be designed in terms of the purposes we hope to achieve. We have inherited an old design for education. This education was built for probably 5 per cent of the population, and had very limited objectives. Now we must design education for all the people and a great variety of purposes. If we want to improve health or working life, or the use of leisure, or world understanding, we must design education that has some chance of doing that thing. Education is powerful enough to do them. Education is the five-talent servant of our day and generation. Let us use this powerful instrument so that we will deserve the comment: "Well done, thou good and faithful servant."

INTERGROUP EDUCATION

Supt. W. T. White, Dallas, Texas

The approach of a democratic society to the problem of intergroup relations should be primarily through educational methods and not through legislation or the pressure of special groups.

The whole matter of intergroup education is of such great importance that the superintendent of schools must be directly responsible for its propagation and growth. The superintendent should be out in front; instead of being pressured, he should lead the way. When interested people come to him with suggestions, he should be able to point to plans and policies already in operation or in the making.

Word from Washington

Elaine Exton

America enters the atomic age hampered by the most acute teacher shortage in the nation's history. From the ranks of today's school children will come America's leaders of the 1970's and 1980's. The ability of American teachers to impart a good education and to develop the attitudes and understandings upon which international friendship depends may determine whether the end of the twentieth century will usher in an era of peace and unprecedented prosperity or witness the extinction of the civilization that we now know.

Many persons were shocked by revelations of the 1940 census showing: 5,000,000 children of school age were not in school at all; 3,000,000 adults had never gone to school; 13 per cent of those 25 years of age and over had not finished the 4th grade; 56 per cent received an 8th grade education or less; 75 per cent had not completed high school.

Not the enemy but educational neglect deprived the United States of the equivalent of 40 army divisions in World War II when almost 700,000 men were rejected by the armed forces for illiteracy, or inability to read and write at the fourth-grade level, or for failure to meet war department minimum intelligence standards.

The Teacher Crisis

Yet the educational conditions that have made these surprising statistics possible have not improved. In fact since 1940, they have steadily deteriorated until today the National Education Association estimates that more than a third (350,000) of the competent public school teachers employed in 1940-41 have left the classroom. This is in addition to normal losses. Although in 1940 only about 2300 teachers held emergency credentials it is now estimated that more than 109,000 of the 856,000 public elementary and secondary school teachers (about one out of every eight) hold positions by virtue of substandard emergency permits. Many of these instructors are inadequately prepared or otherwise poorly qualified to teach.

In public elementary schools alone, over 2,500,000 pupils are probably being taught by teachers who cannot meet the requirements of the lowest class of standard teaching certificates. In addition, an increasing number of children are not in school at all. "To regain the quality and extent even of prewar educational services may require from two to five years," in the opinion of Dr. J. W. Studebaker, U. S. Commissioner of Education. He declares: "Progress during the coming year will depend to a considerable extent upon the effectiveness of current efforts to inform the public accurately and fully concerning the nature and extent of current public school and college teacher shortages, and the means required to remedy them."

The crisis facing American education is competently covered in twelve recent articles by Dr. Benjamin Fine, education editor of the *New York Times*, that describe conditions in the nation's schools and colleges. These appeared daily in the *New York Times* from February 10 through February 21, 1947. They

are based on a recent survey including interviews with leading educators throughout the country and replies to detailed questionnaires. Reprints of the series sell for 10 cents a copy and may be ordered from Mr. Fine's office at 229 West 43rd Street, New York, N. Y.

Teachers College Enrollments

Enrollments in schools of education and teachers colleges were cut in half in 1943. Dr. Benjamin W. Frazier, senior specialist in teacher training, U. S. Office of Education, believes that the "recovery of America's schools from wartime teacher shortages has been unexpectedly slow." He points out that, although enrollments in teacher preparation institutions now exceed prewar levels, this fact considered alone may be misleading since many of these students do not plan to teach. Moreover, enrollments in all higher institutions increased an estimated 64.6 per cent during the period 1941-46, or nearly twice the percentage (33.6 per cent) increase in enrollments in teachers colleges and normal schools.

The U. S. Office of Education estimates that veterans comprised 41 per cent of the total enrollment in teachers colleges in the fall of 1946. A very large proportion of these do not now intend to teach. Crowded out of the liberal arts colleges of their choice many are taking general work at teacher training institutions until they can arrange to transfer to other universities. However, presidents of a number of teachers colleges hope an increasing percentage of the G.I.'s now in college will decide later to adopt teaching as a career.

Raising Teachers' Salaries

Prompt action is needed at local, state, and national levels to raise teachers' salaries and provide better working conditions so that the

profession will attract a larger number of qualified young men and women and hold its competent instructors. The National Education Association is recommending \$2,400 as a minimum annual beginning salary for an adequately prepared teacher, with earnings running up to at least \$5,000 annually for the teacher of exceptional ability and experience.

To bring the salaries of all the public school teachers up to a minimum of \$2,000 a year would require an additional nationwide expenditure, estimated at \$420,000,000 annually. N.E.A. believes that a nation that spent 7700 million dollars a year for liquor in 1945, and three billion dollars for tobacco, can afford to make the additional expenditures that are necessary to raise teachers' salaries. In the final analysis, education more than pays its way especially since by increasing the earning power of individuals it helps raise the total national income.

A statement prepared by a committee of the American Council on Education comments (*The Crisis in Teaching*): "In 1940 it would have required only \$316,000,000 annually to raise the level of support of every classroom unit in the United States to the then national average of \$1,600. By 1944 the nation was spending five times that amount of money for war every single week! Surely now that peace has come this minimum step can be taken at once." *Schools for a New World*, the recently released Yearbook of the American Association of School Administrators recommends doubling the number of teachers and trebling the sums of money now appropriated for public school education.

In many sections of the country dislocations in educational service such as those described above are of long standing. The war has accentuated and greatly aggravated conditions that have existed for many years. Some states, for example, California and Michigan, are moving toward remedial action along bold lines. Last November, California passed a constitutional amendment adopting a minimum salary of \$2,400 a year for teachers. The same amendment provides \$120 for distribution to school districts for current expenses for each public school pupil in average daily attendance from kindergarten to junior college. Michigan has enacted a sales-tax amendment. Presumably \$30,000,000 of the proceeds will go into the school fund. It is estimated this will increase the state's possible annual expenditure per pupil by \$30 to \$40.

Differences Among the States in Ability to Support Education

However, there are other states where educational inadequacies are so serious and so deep rooted that some experts see federal aid as the only possible solution if the American tenet of equality of opportunity for all is to be approximated.

The states vary in financial resources and ability to pay for education so that no matter how much effort certain of the poorer states put forth, a public school education is not equally available throughout America. In fact, the range in educational opportunity for American youth is greater than 60 to 1 when measured by current expenditures per classroom unit.

The average annual classroom expenditure for the nation as a whole was \$1,600 in 1940. At the extremes of the scale 20,000 children

(Concluded on page 52)





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RADIO CORPORATION of AMERICA
EDUCATIONAL DEPARTMENT, CAMDEN, N.J.

(Concluded from page 50)

were in public schools making an annual expenditure of \$6,000 or more per classroom unit, while 40,000 were attending classes costing less than \$100 a year, with all the variation in length of school term, quality of instruction and supplies, health education, and other services.

In 1942-43, New York State with five times as much wealth back of each child as Mississippi, was able to provide \$179 for each child attending public school whereas \$35 was the per pupil expenditure in Mississippi. Even at that the per cent of income that the residents of Mississippi spent for education was greater than the percentage spent for that purpose in New York. For Mississippi to have equalled the national average expenditure of \$105 per pupil in 1942-43 would have required the state to make 3.7 times the national effort. This degree of effort, however, would have used up practically all the state's revenue leaving little, if any, money for other public services.

Federal Aid Bills to Provide Minimum Educational Opportunity

The National Education Association is currently giving strong support to the new bipartisan federal aid bill S.472, which was introduced in the 80th Congress on January 31, 1947, by Senator Robert Taft of Ohio, Senate Republican Policy Committee Chairman, for himself and Senators Elbert Thomas (Utah), Allen Ellender (La.), Lister Hill (Ala.), and Dennis Chavez (N. Mex.), Democrats, and H. Alexander Smith (N. J.), John Cooper (Ky.), and Charles Tobey (N. H.), Republicans.

S.472 is the successor to S.181 of the 79th Congress. Its purpose is "to authorize the appropriation of funds to assist the States and Territories in financing a minimum foundation education program of public elementary and secondary schools, and in reducing the inequalities of educational opportunities." If this bill passes in its present form no child in any school district in any state would receive less than a \$40 a year public education. At present there are many cases that fall below this level even in states whose average annual per pupil expenditure exceeds \$40.

To this end the bill authorizes an expenditure of \$150,000,000 the first year, \$200,000,000 for the second year, and \$250,000,000 for each year thereafter, to be used to help the states most in need of financial assistance. On the basis of 1942-43 statistics, 34 states would be eligible for aid under the terms of this bill. Each minority racial group in a state is assured a proportion of federal funds in an amount *not less than* the population ratio each bears to the state's total population.

In presenting the measure Senator Taft stressed that the bill "recognizes and avoids the dangers of federal control and leaves to the states the responsibility and the power to work out their own salvation." The nation's experience with the more than 150 federal-aid-to-education measures enacted by Congress since 1802 tends to bear out Senator Taft's contention that "the Federal Government has not sought and will not seek to dominate education in the states."

Some informed sources concede that S.472 is the most likely of all the pending federal-aid-to-education measures to receive favorable action in the 80th Congress and believe it is the best drawn bill on this subject yet to be offered. In the judgment of both its congressional sponsors and the National Education

Association the amount of money authorized is modest in view of the great inequalities in educational opportunities that now exist. Senator Taft calls the \$40 a year minimum public school education guaranteed by the bill "a humble beginning."

Several bills with similar features to S.472 have already been introduced in the House, more are on the way. Representative Laurie C. Battle of Birmingham, Ala., has introduced H.R.1870, an identical bill to S.472. H.R.2033, sponsored by Congressman James H. Morrison of Hammond, La., is the same as S.472 except that it calls for more money and sets the minimum per pupil expenditure at \$50 annually. H.R.156 is a revised version of S.472, which authorizes federal funds for private-sectarian as well as public elementary and secondary schools. It is sponsored by Congressman Richard Welch of San Francisco, Calif. H.R.140, introduced by Congressman Stephen Pace of Americus, Georgia, is similar to S.472, except that it provides for a flat distribution of not less than \$3 per child, 5-17 years old inclusive, to all states and carries no special safeguards for minority racial groups.

S.199 sponsored by Senator George Aiken of Vermont also seeks "to assist the states in more nearly equalizing educational opportunities among and within the states by establishing a national floor under current educational expenditures." It differs from S.472, however, in several important respects as follows: (1) parochial and other private schools would be eligible for 60 per cent of the maximum \$60 per child grant, for everything except instruction in religion; (2) money could be spent not only for teachers' salaries but also for "necessary transportation of pupils, school health examinations and related school health services, and purchase of nonreligious instructional supplies and equipment, including books"; (3) funds could be made available to all the states; (4) contributions would start with an appropriation of \$400,000,000, or \$20 per pupil in average daily attendance, for the fiscal year ending June 30, 1948, and reach \$1,200,000,000, or \$60 per pupil in average daily attendance, for the fiscal year ending June 30, 1952, and for each fiscal year thereafter; (5) a floor of \$100 per pupil per year would be established as the minimum educational expense.

Federal Aid Bills to Increase Teachers' Salaries Only

Several of the federal aid bills pending before the present Congress are concerned only with raising teachers' salaries. For example, H.R.1942 (Landis, Ind.) is designed to pay every elementary and high school teacher an additional \$200 for the 1947-48 school year, at an estimated cost of \$185,000,000. S.81

sponsored by the two Rhode Island Senators, Theodore Green and J. Howard McGrath, would supplement the salaries of public elementary and secondary school teachers by authorizing the U. S. Commissioner of Education to pay directly to school districts the sum of \$15 a year per pupil in average daily attendance. With some 30,000,000 children in free public primary and secondary schools it is estimated that the cost of this legislation if enacted would be in the neighborhood of \$450,000,000 a year.

S.170 sponsored by Senator Patrick McCarran of Nevada would also provide payments to increase the salaries of teachers in public elementary and secondary schools. This measure authorizes an initial sum of \$600,000,000 and such sums as may become necessary to finance the program each year thereafter. Under the direction of the U. S. Commissioner of Education, the Secretary of the Treasury would be authorized to pay to each state a sufficient amount to give each public elementary and high school teacher a sum representing an average overall increase of about 17½ per cent and ranging from a 25 per cent maximum down to about 9 per cent. The Governor of the State or the State Educational Authority would furnish the U. S. Commissioner of Education with the figures on which state allotments would be based.

Other Congressional Bills Affecting Education

More than 60 bills directly affecting education have already been introduced in the 80th Congress. In addition to federal aid to elementary and secondary schools, these measures deal with such topics as federal aid for kindergarten and nursery schools (H.R. 2406, S. 259); exemption of teachers' retirement annuities from federal income taxes (H.R. 1613, backed by N.E.A.—H.R. 71, H.R. 738, H.R. 855, H.R. 1824); amendments to the G.I. Bill of Rights (H.R. 246, H.R. 772, H.R. 866, H.R. 960, H.R. 1204, S.208, S.407); creation of a federal department of health, education, and security (H.R. 573, S.140).

U. S. Office of Education Appropriation

The budget bureau has recommended an appropriation of \$1,726,700 for the U. S. Office of Education for salaries and expenses for the fiscal year 1948, an increase of \$418,180 over the sum appropriated for this purpose for fiscal 1947. Persons wishing to support the U. S. Office of Education appropriation should address their views to Representative Frank B. Keefe (Wis.), and Senator William F. Knowland (Calif.) who respectively chairmen the Subcommittees of the House and Senate Appropriation Committees that will consider this legislation sometime between now and June.

Establishment of an Education Reference Section in the Library of Congress

The Library of Congress in Washington has some 175,000 volumes and pamphlets on education *per se* and more than 500,000 pieces if the term education is broadly interpreted, as well as numerous items in its maps, prints, music, sound recordings, and motion picture collections that relate to education. At this time the library's materials on education are not being adequately serviced because the library lacks funds to employ specialists to do this job.





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Why Not Economize?

Gregory Cooper¹

Do you need to spend a fortune on new schoolhousing facilities? How would you like to acquire bright, adequate accommodations for much less than 20 per cent of the cost of new construction? Then why put up any longer with dingy, unsanitary conditions? Consider a few case histories and check this article's suggestions as possible improvements to your old building and do not say, "Oh that old thing is worthless; spending money there is like throwing good money after bad." Remember that a good new building is such a burden to the taxpayers that its luxury will be denied your school department and the school children for a harrowingly long period.

Nine Economy Opportunities

I. First consider the rooms where learning is the activity.

1. Sand down and refill the floor or cover the old splintery floor with asphalt tile. In other words, make it smooth, sanitary, and light in color — cost 1 per cent of new construction.

2. Install new movable equipment and junk the old. (Burn it in the dump; do not store it away for a rainy day.) Cost 7 per cent of new construction.

3. Install new cream-colored glass chalkboards — cost 0.8 per cent.

4. Install new sound absorbing ceilings — cost 0.8 per cent of new.

5. Install new tackboards of sound-absorbing material, with unbleached cotton crash glued to the surface. (This will make the holes inconspicuous.) Cost 0.2 per cent of new construction.

6. Install new window shades — cost 0.3 per cent of new construction.

7. Install three rows of new fluorescent fixtures, each row separately switched — cost 1.5 per cent of new construction.

8. Install a light meter on a monitor pupil's desk. (This is infinitely better than the too automatic electric eye.) Cost 0.02 per cent of new construction.

9. Install fixed vertical louvers at the windows to direct the glare away from the pupil's faces — cost 0.6 per cent of new.

II. Second consider the plumbing.

1. Get the toilets out of the basement and upstairs on each floor — cost 8 per cent of new construction.

2. If you must keep the basement toilets, install new fixtures, new ventilation, new floor, new tile walls, new lighting — cost 6.5 per cent of new construction.

III. Third consider the stairs and exits.

1. Install new stair treads over the old worn ones — cost 0.3 per cent of new construction.

2. Sand down and refill the corridor floors and landings or cover the old splintery wood with asphalt tile — cost 0.5 per cent of new construction.

3. Install new fluorescent lighting fixtures — cost 0.75 per cent of new construction.

4. Install new or repair all locks — cost 0.4 per cent of new construction.

IV. Fourth consider the heating and ventilating.

¹Architect, East Milton, Mass.

1. Make the learning activities spaces thermostatically controlled — cost 0.1 per cent of new construction.

2. Install an oil burner or a stoker — cost 1.5 per cent of new construction.

Lunchroom Facilities

V. Fifth consider the eating facilities.

1. Remove partitions to obtain space — cost 0.3 per cent of new construction.

2. Install a good finished floor — cost 0.4 per cent of new construction.

3. Install a sound absorbing ceiling — cost 0.3 per cent of new construction.

4. Install new chairs and tables — cost 0.8 per cent of new construction.

5. Install a cafeteria counter — cost 0.9 per cent of new construction.

6. Install new cooking equipment — cost 1.5 per cent of new construction.

VI. Sixth consider pupil recreation.

1. Pave a portion of the playground with asphalt cork — cost 1.5 per cent of new construction.

2. Cover this area with a roof — cost 5 per cent of new construction.

VII. Provide administration, teacher, and clinic facilities.

1. Do not waste any available space — cost 0.8 per cent of new construction.

VIII. Eighth provide coat storage facilities.

1. This may be obvious or it may tax your

ingenuity to the limit — cost 0.1 per cent to 1 per cent of new construction.

IX. Completely redecorate outside and inside.

1. Use cheerful pastel shades of high light reflecting quality, variety, and good taste — cost 1.6 per cent of new construction.

Study Your Problems

Having read the above list and estimated costs you should be plenty angry and calling me names. I hope so. Make up your own list. Does it come up to 20 per cent of the cost of a new building? Do you know what you are talking about? At least I have specialized in schoolhouse construction since 1925 and my father before me since 1890. Have you that background?

Here are positive costs of new construction which your renovations will not have to bear: Most of the contractor's overhead and profit, excavations, foundation, fireproofing, masonry, waterproofing (or must you do this?), structural steel, structural carpentry, roofing (you must do this anyway), most of the finished carpentry, some equipment, plastering, insulation, some plumbing, some electric work, the expensive heavy heating equipment. These total to 80 per cent, which means that your renovation should not come to 20 per cent of the cost of a new building.

Whatever your feelings may be, or the politics of your community, or its financial ability; do not abuse your school children. Increasing teacher's salaries is essential, but so is adequate equipment and physical school plant. Don't be lazy — get to work. Begin by helping yourself, and then others will help you to push your worth-while project to a happy fruition.

When the School Board Association Goes Into Action

Herbert B. Mulford

School boards in the suburbs of Chicago again are forced into intelligent and vigorous action to protect their income from tax objectors, chiefly the network of great railroad systems that center in that area.

The immediate objective is to expedite the prying loose of millions of dollars of school taxes actually collected, in some cases a dozen years back, but held up from school treasurers because of being impounded by the county treasurer because tax objections have not been resolved through proper court action. In order to convey an idea of the complexities of the situation several factors should be stated:

A Bad Tax Situation

1. There are roughly 1,250,000 separate parcels of real estate in the county. Enough additional railroad and personal property assessments are involved in local taxation to make the taxing problem gigantic.

2. Schools, villages, towns, parks and other "local" governments in the county number almost 400.

3. Both the county court and the supreme court have held that the county-elected states attorney is the attorney for local governments

in their tax cases — that the attorneys for the local school boards have no standing in court.

4. The states attorney has endeavored to aid the school boards in their dilemma, but the magnitude of representing them individually is too great to handle in time to get court action promptly enough to balance school budgets. This creates a critical situation in these parlous times of inadequate income to satisfy the insistent demands of well-nigh rebellious teachers for more pay "or else."

5. So long as hearings on tax objections, heavily clogged in the county court, are delayed, the county treasurer with perfectly good logic abides by the advice of his attorney to protect himself against loss and does not pay out "objected" tax funds until the court resolves the objections. These objections may be based on many faulty local governmental actions, such as faulty elections, faulty ballots, faulty tax levies, erroneous budgets and appropriation ordinances, badly allocated taxes and too great cash balances or surpluses. Millions of dollars are thus chronically withheld from school boards.

6. In such circumstances it has devolved

(Continued on page 56)

American Schools
make your freedom more secure

When you see a modern school, you no doubt feel a thrill of pride in the educational advantages which our educational institutions provide for our young people. But do you also think how closely these institutions are linked to the good of your community and to your own individual welfare? By James A. Garfield once said that without education "neither freedom nor justice can be permanently maintained."

The wisdom of that statement is clear when we realize that the task of educators is to shape the character of our children much more than to appreciate the privileges and responsibilities of free society. Education that provides the very tools for all our cultural and economic progress.

In America, as in nations where the level of education is high, living standards and incomes are high also. Yet today, efforts to maintain America's educational leadership are severely handicapped—by too few teachers.

H. M. Tullapiano
American Seating Company
WORLD'S LEADER IN PUBLIC SEATING

Appeared in TIME Magazine, February 24, 1947

American Teachers
aid the progress of your community

Do you regard the teacher's job as one that applies only to children? If so, you are only beginning its significance.

The teacher's training by which teachers constantly emerge from school to take their places in business, professional, industrial and cultural life. The body of knowledge, character and social attitudes of the teacher will largely determine the future welfare of their communities.

It is the teacher's responsibility to prepare pupils for their adult life as free citizens. They must be an enlightened part of the progress of American ideals. The task has grown more complex with the changes wrought by industrial progress.

Our teachers have a responsibility, of inestimable importance, to help dispel the ignorance that leads to prejudice, hatred and war—and replace it with knowledge that will foster the understanding and mutual respect among all peoples by which progress may be measured.

With such a vital role in our welfare, American teachers are today working under discouraging conditions—

H. M. Tullapiano
American Seating Company
WORLD'S LEADER IN PUBLIC SEATING

Appeared in TIME Magazine, March 31, 1947

PRESENTING SOME IMPORTANT FACTS ABOUT AMERICAN EDUCATION

WE AT American Seating Company believe that active support for American educators and education is not only a duty, but a fine investment in improved citizenship and a higher standard of living for all. Therefore, American Seating Company is currently presenting some vital facts about education to millions of Americans through a new advertising campaign in TIME Magazine.

With advertisements like those shown on this page, American Seating Company hopes to do its part to widen public understanding of the very real values of education to every individual in every community.



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American Educators
help to raise living standards

In AMERICA, education, progress and prosperity are inseparable. Properly educated people improve the methods and techniques by which people become better educated and succeed in every kind of endeavor. As schools broaden their scope with new courses they improve our schools and better things that encompass our cultural program—order—and so help to create new opportunities for greater production, more jobs and higher standards of living.

In the communities where educational standards have been raised, the gain in higher average incomes and better living conditions has been far greater than the cost of the educational improvement. Hence, the taxes paid by the educational units of your local community, the bond issues you support by your vote, are not an expense, but an investment that yields a rich return in prosperity.

At present our schools face an emergency of a growing lack of good teachers, resulting from insufficient salaries, lack of comfortable space for increasing enrollment, out-

H. M. Tullapiano
American Seating Company
WORLD'S LEADER IN PUBLIC SEATING

Appears in TIME Magazine, May 12, 1947


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ASSOCIATION GOES INTO ACTION

(Continued from page 54)

upon local school boards to employ attorneys, auditors, and tax experts to understand their current income position. If this is not kept constantly in sight, huge losses may result through the ignorance of school boards and administrative illegalities. Currently one school board has lost \$40,000 of lawfully levied taxes merely because it was not informed of the need to make an appeal. The board's position was approved too late by the state supreme court.

Co-operative Action Facilitated

The current co-operative action by the suburban school boards came through the good offices of a committee of the Illinois Association of School Boards and a new county treasurer. This official had long been a school board member and once was chairman of the justly celebrated Tri-County School Boards, a division of the state association. Having "sweat blood" as a school board member over this identical problem of tax objections in a school district where nearly half the school income came from railroad taxes, he went to his new county office "with his eyeteeth cut." The first move was to prevail upon the county court to permit mass representation of school boards through one attorney of the Illinois Association of School Boards. The next move was to select such an attorney and also a tax expert to analyze the budgets and tax levies of the co-operating suburban school governments. Finally came the task of special assessments against the participating boards to cover legal

expenses. The rest depends upon crowded court dockets, tricky legal questions, co-operative action, and time.

Important as are the immediate object and the cash results of this effort, the attendant significance runs much deeper because this is only one of scores of activities of this agency of school government. In the first place this project was self-created and self-conducted out of necessity of the same type that created Tri-County School Boards early in the great depression. It did not have the aid of national or state officials or professional people, who being permanent should know the answers to these problems better than novices who "were not paid to do this sort of job." It reflects sharply the validity of school boards associating co-operatively, and reflects sadly on those individuals or educational groups who neglect or frown upon such effective work because they may not understand it. It shows how poor most school laws are and the crying needs for universities, teachers colleges, national and state educational offices, and professional associations to understand how state laws should be changed to permit easy functioning of our very peculiar American type of state-collectivist-local-democratic school government.

School Boards Need Education

Here is a positive challenge for all engaged in public school affairs to teach public school functions in times like the present. Here likewise are patterns of successful practices which might easily be copied in many centers of population.

In numerous cases over the country the need for greater financial support of public schools

roots in poor financial policies, which in turn have been seriously affected by a chain of circumstances:

School board members are transient. They often come to their positions wholly uninformed of current or past financial needs or policies of their school districts. Often it is several years before they learn the full responsibility of school government.

The most obvious aids to understanding policies and responsibilities should be other board members with greater practical experience and the superintendents who are supposed to have been trained professionally to meet difficult emergencies. In multitudes of cases this assistance has not been forthcoming. Hence "the education of the school board" has suffered. The numerous professional associations and teacher-training institutions have only begun to realize the value of openly and continuously advocating diplomatic and patient school board guidance as a basic principle in the training of superintendents.

The upshot often is all-round inadequate knowledge of how school government does or should function. In consequence, as in the present need for more money to meet the teacher shortage crisis, school government may be caught without ability to finance. Or the impasse may be the result of many years of neglect of sound planning due to the vicious circle of ignorance. Numerous cases of current salary difficulties, even involving teacher strikes, are at least in part due to poor financial plans.

Illinois Association Acts

In the case of Illinois, several years ago the associated school boards decided that they must be self-trained to avoid or combat these emergency difficulties. One successful effort in this direction was to obtain express legislative permission to legalize their organization. Another was

(Concluded on page 69)

School Administration News

KALAMAZOO ADOPTS PROGRAM TO BETTER HUMAN RELATIONS

The board of education of Kalamazoo, Mich., has adopted a comprehensive program for building a peaceful world through the teaching and practicing of democratic human relations in the schools. To this end, the board has affirmed the following general policies:

Human Relations Aims

1. The promotion of unity and understanding among all peoples of all kinds, so that they may live and work together harmoniously.
 2. The development of awareness of the interdependence of all peoples of the earth, and the instilling in mankind of the urgency and responsibility for working for a decent life for all.
 3. The encouragement of educational practices designed to eliminate evils and contradictions in our social, economic, and cultural life.
 4. The provision of opportunity for all to participate in the democratic process so that man's opportunity shall be based solely upon his character, competence, and training.
- In carrying out these aims, the board has set up a policy to comprise the following:

Policies Adopted

1. By continuing its policy of choosing all personnel on the basis of character, competence, and training without regard to color, creed, or national origin.
2. By continuing its policy of having each child attend the school provided for the district in which he lives.
3. By encouraging the establishment of a program of in-service training of teachers directed, in part, toward the assimilation and implementation of these aims.
4. By providing increased opportunities for adult education in each school neighborhood.
5. By assuring that all activities and facilities shall continue to be open to all children.

Children in all grades will be given the opportunity to develop an understanding and respect for democratic ideals by practicing in day to day living such principles of co-operation, fair play, acceptance of personal and social responsibilities, and respect for the rights and properties of others.

Classroom Means to Understanding

- Teachers in all grades will be concerned with the maximum development of all children:
1. By encouraging equal opportunities for participation in school activities.
 2. By seeking to understand the causes of emotional disturbances in children and by using available resources to correct those disturbances.
 3. By helping children to develop a wholesome respect for self.

4. By helping boys and girls to distinguish between fact and propaganda, between truths and half-truths, particularly in the field of human relations, and to use these new findings to bind our peoples more closely together in mutual understanding, appreciation, and opportunity.

5. By building, in the classroom, attitudes of respect, good will, and concern for the welfare of all.

6. By giving consideration in the classroom to the problems, rights, and responsibilities of all people in the school, community, and the world.

The board has further requested teachers to participate in community activities leading to better understanding, to study social and economic problems, and to re-examine their own human-relations practices.

TUCKAHOE OFFERS UNIQUE COURSE

The board of education at Tuckahoe, N. Y., is this year repeating a unique course, which offers



BUILT like a fine watch—powered by a steady smooth-running motor and mechanism that purrs through reel after reel without a flutter or a jump—so simple, a 12-year-old can operate it—that's the new DeVRY 16mm. sound-on-film projector that gives you:

The ultimate of sound; whether it be crisp, clear, intelligible conversation, or the full majesty of symphonic music . . . clear definition of image . . . uniformity of illumination over the screen's entire surface . . . soft, natural brilliance that assures viewing comfort because it is kind to the eyes.

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training to young women of the senior high school in dental hygiene. The course is being conducted by Dr. Arthur Rogers, a member of the dental profession at Bronxville, N. Y., who is giving his time as a public-spirited citizen. At present 27 girls are taking the course. Graduates of the course through their training are able to lend valuable assistance to dentists in the local community.

Dr. Rogers has served as a member of the board of Union Free School District No. 2 for a number of years.

NORWICH ADDS PRACTICAL COURSES

The board of education of Norwich, N. Y., has introduced into the high school curriculum a complete course in agriculture, which is available to junior and senior high school students. The board has employed an additional instructor for the industrial-arts and shop department, and has introduced advance courses in machine-shop

work, designed to prepare boys directly for work in certain local industries.

During the past two years, three committees of laymen appointed by the board, have held meetings to advise the board on the type of educational facilities to be provided in Norwich in the postwar period. The reports of the three committees have been completed and are now being studied by the board.

LOUISIANA PROPOSES NINE-POINT PROGRAM

All school board groups in Louisiana are cooperating in a nine-point legislative program, designed to improve the elementary and high schools of the state. All school groups have been invited to participate in the program which is under the direction of Dr. Clark L. Barrow, president of the Louisiana Superintendents' Association. The program is as follows:

1. Eventually the school program should oper-

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Binders Board meets the exacting requirements of textbook bindings because it is manufactured for that purpose, and its strength and density increase the life span of a textbook.

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ate for 12 months, and employees should be paid on that basis.

2. Salaries of professional school personnel should be comparable to the salaries of employees with equivalent education and experience of other functions of government.

3. Equalize assessment values among the various parishes.

4. Before participating in the state equalization fund a parish shall be required to levy the 10-mill tax limit permitted by the constitution.

5. Work for and support the pending program of federal aid to education without federal control.

6. The state should make an annual appropriation to be matched by parishes, for physical improvements to provide for children now being taught in churches, halls and other unsuitable buildings.

7. Appropriate committees of the Louisiana Teachers Assn. should make careful studies of all teacher welfare laws with a view of clarifying and strengthening the provisions of these laws.

8. All school funds should be from dedicated sources.

9. The financial program should be long-range with a minimum increase of \$8,000,000 per biennium from the state sources for current operation.

THE VETERANS RETURN

The Bureau of the Census has made public facts on school enrollments as of October, 1946, indicating that 26,529,000 persons between 6 and 29 years of age were enrolled. This is 50.5 per cent of the total population within this age range. Between the ages of 6 and 16 years the percentages were above 92.8 per cent and between 7 and 15 years the percentages exceeded 98 per cent.

The return of male veterans to school was most gratifying:

Ages	Total	Per cent
18 to 19 years	152,000	32.2
20 to 24 years	838,000	20.3
25 to 29 years	190,000	5.0

In each of the three age ranges the percentages of veterans exceeded those of nonveterans.

EXTENSION STUDIES AID PROGRESS

More than 5000 students in 261 participating high schools in Wisconsin have taken "locally directed" university correspondence courses for high school credit, provided by the University of Wisconsin extension division. The credits were applied on local high school diploma requirements, and the costs were paid by the local school boards.

The program is termed "locally directed" because the students study their extension courses in local schoolrooms, under the supervision but without assistance from, a teacher serving as proctor. High schools with large registrations since 1943 are Green Bay, Reedsburg, Elroy, Kenosha, Poynette, Edgerton, and Woodruff.

SCHOOL ADMINISTRATION

► Cincinnati, Ohio. Veterans' education, with a total enrollment of 3350 veteran students since its inception in 1945, has been expanded until now the returned servicemen and women are receiving special instruction and training in both day and evening classes.

A total of one hundred teachers and principals attended the first intercultural workshop held in the city of Cincinnati. Six afternoon and evening meetings were held, in co-operation with the Bureau for Intercultural Education of New York City. The subjects discussed included legal and administrative practices for dealing with prejudices of adults, and ways and means for eliminating bigotry and prejudices in the country at large.

The Cincinnati summer schools, conducted annually since 1909, are returning to one-credit courses for the first time since the war years. Formerly students were permitted to earn two credits by taking accelerated courses.

► Evansville, Ind. The elementary schools of the city have changed from the semiannual to the annual promotion plan. The change was effected over a period covering two years. The plan has many advantages. One of the chief advantages is the fact that placements are made less frequently under the annual promotion plan.

► The Florida State Board of Health has plans to conduct a special school health examination and immunization program, to reach 40,000 children in the state by July 1. A special grant of \$70,000 from the federal children's bureau to conduct the program has been obtained by Dr. Wilson T. Sowder, Jacksonville, state health officer. Twenty-five young doctors will participate in the health program. Defective sight, hearing, posture, and mild nutrition deficiencies will be objectives of the campaign. All cases will be referred to private physicians.

► Kalamazoo, Mich. During the school year 1946-47 teachers in the elementary grades one through six were given the opportunity to receive additional help in the teaching of arithmetic. A representative of a well-known textbook company was employed to direct a workshop on arithmetic for one day and to discuss with the teachers the objectives and procedures involved in teaching arithmetic in the first six grades. All six grades were dismissed for one day, February 26, and the teachers were arranged in groups around worktables. Each group worked alone in making charts and teaching materials to be taken back to the classroom. Each teacher was given the opportunity of listening to a discussion of a general outline of arithmetic so that she might effect ways and means of improving the work in her own grade.

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School Law

School Lands and Funds

School boards in Louisiana have almost plenary power and authority in school matters and educational affairs of their respective parishes, hence the courts are reluctant to interfere in such matters, unless to prevent material injury or gross injustice due to clearly unwarranted and indefensible discriminatory action on the part of a board.—*Crowell v. Jackson Parish School Board*, 28 Southern reporter 2d 81, La. App.

Schools and School Districts

It is not necessary that a consolidated school district to which another district seeks to be annexed give its consent to the annexation. 70 O.S. 1941, § 251; 70 O.S. Supp. §§ 891.1-891.11.—*School Board of Consolidated School Dist. No. 47, Stephens County v. Monsey*, 175 Pacific reporter 2d 76, Okla.

School District Government

A children's industrial school, created by the Hamilton county court's resolution, occupying land and buildings owned by such county, operated by trustees required to make reports to the governing body of the county, which paid all school expenses, and subjected by statute to the abolition by the county court resolution at will, is owned by the county, so that the school employees are county employees entitled to benefits under the Hamilton county employees retirement pension act, though the school property is held in the trustees' names and four of the five trustees are appointed by the circuit and chancery court judges of the county. Williams code, §§ 4585-4641-1; priv. acts of 1939, c. 557, as amended by the priv. acts of 1941, c. 491; priv. acts of 1941, c. 491, § 2.—*Keese v. Hamilton County*, 197 Southwestern reporter 2d 800, Tenn.

School District Property

A New Hampshire school district may accept a voluntary gift to it for educational purposes.—*Ladd v. Higgins*, 50 Atlantic reporter 2d 89, N. H.

School District Taxation

The life of a county school depends on the will of the county government, which may refuse to make necessary appropriations for the school's maintenance and abolish the said school at such government's pleasure.—*Keese v. Hamilton County*, 197 Southwestern reporter 2d 800, Tenn.

A Utah statute providing for the publication of an annual statement of the board of education, showing moneys paid out, and for what paid, and in county school districts, to whom paid, is designed for the benefit of the taxpayers so that they may be informed as to whether the financial affairs of the school district each year have been properly and lawfully conducted on the part of the board. Utah code of 1943, 75—11-15.—*Conover v. Board of Education of Nebo School Dist.*, 175 Pacific reporter 2d 209, Utah.

Teachers

The claims of school teachers for their salaries pursuant to their contracts were "liquidated claims," and hence the cashing of checks for less than the amount due, containing endorsements thereon whereby teachers waived the right to sue for the balance of their salaries, did not constitute an "accord and satisfaction," so as to preclude teachers from thereafter suing for the balance of the salaries. Mich. pub. acts of 1941, No. 238.—*Thal v. City of Detroit*, 25 Northwestern reporter 2d 215, 316 Mich. 351.

Bus Drivers

A school-bus operator having been in the employ of the school board for the 1944-45 session, and having satisfactorily served in that capacity for more than three years prior to the date the School Bus Operators' Tenure Act came into effect, acquired the status of a "regular and permanent school-bus operator" with respect to dismissal under the act. La. act No. 185 of 1944.—*Crowell v. Jackson Parish School Board*, 28 Southern reporter 2d 81, La. App.

Under the Louisiana School Bus Operators' Tenure Act, a school board has the right, power, and authority to abolish, discontinue, and consolidate school bus routes, and if by doing so it is necessary to dismiss or discharge one or more operators, it has the unquestioned right to do so. La. act No. 185 of 1944.—*Crowell v. Jackson Parish School Board*, 28 Southern Reporter, 2d 81, La. App.

The evidence justified the judgment rejecting the plaintiff's demand for reinstatement as a permanent school-bus operator, on the ground that the plaintiff was lawfully dismissed by the resolutions of the defendant school board because of the consolidation of his route with other routes necessary for economic reasons, where the plaintiff had notice of the contemplated action of the board, and was present when the resolutions were adopted notwithstanding the board thereafter employed the man to whom the plaintiff had sold his bus, and was not protected by tenure, to operate a newly established route. La. act No. 185 of 1944.—*Crowell v. Jackson Parish School Board*, 28 Southern reporter 2d 81, La. App.

SPECIAL STUDIES

► St. Louis, Mo. Evening classes in real estate, sponsored by the school board, have been resumed in the assembly room of the St. Louis Library. The lectures will continue for eight weeks and each class meets one evening a week.

► Chicago, Ill. Free evening classes in commercial subjects have been established in the Jones Commercial Evening School. In addition to shorthand, typewriting, and bookkeeping, additional courses are being offered in Spanish, traffic management, and income tax.

► Dubuque, Iowa. The school board has approved a plan of Supt. M. R. Clark, providing for a broadening of the adult-education program. Public forums will be conducted, with representative men as speakers. A community council, comprising men from civic and economic groups, will be appointed this spring.

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Flexible Approach - Definite Goal

Definite as the goal of education may be, the approach to it must, of necessity, be flexible—adaptable not only to the needs and conditions of the times, but most particularly to the individual. To play its part effectively, we believe school furniture must also be flexible and adaptable to a high degree.

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School Board News

ILLINOIS SCHOOL BOARDS POINT ADVANTAGES OF LARGER SCHOOL UNITS

The Illinois School Boards Association has listed 21 advantages for larger school units, of which the following are a part:

1. Improves school finances by:
 - a) A more economical use of funds through lower per pupil cost
 - b) Tax equalization within the district, particularly if adequate state aid is provided. Railroad and utility taxes are used for the benefit of all pupils in the district.
2. Brings better advantages to pupils:
 - a) Better music and art programs
 - b) Better physical education programs
 - c) Guidance and vocational training
 - d) Health program with aid of doctor and nurse follow-up
 - e) Much better programs to meet individual differences, especially those pupils not going to college
3. Brings advantages to teachers:
 - a) Larger classes with greater efficiency of teaching
 - b) Better preparation because of fewer classes and subjects
 - c) Offers better salaries and greater chance for tenure
4. Enables transportation to be better organized with lower costs and elimination of overlapping
5. Lowers costs of supplies and equipment through greater purchasing power and more skillful buying
6. Provides better buildings, heat, light, sanitation, ventilation, etc.
7. Provides better libraries and textbook exchange

8. Makes possible better equipment and supplies for teaching and for playgrounds
9. Permits formation of junior high schools and junior colleges when desirable
10. Greater use of radio, phonograph, and visual aids
11. Permits greater opportunities for the school to serve as a larger community center
12. Provides a better chance for co-operation with neighboring administrative areas, colleges, and other groups, state and federal
13. Permits improved pupil records and general data on the schools
14. Gives a more dignified status to rural education.

Why should the large centers have all the good schools? We can have good schools in the country too.

BOARDS OF EDUCATION

► Gainesville, Ga. A school planning committee, composed of three citizens and three members of the school board, has been appointed to study plans for the future development of the school system.

► Kansas City, Kans. The school board has purchased Fairfax School, a ten-room structure, from the Federal Government, at a cost of \$14,000. The original cost of the ground, building, and equipment was \$69,866. The building was a war-industry school and was erected in 1942-43 to house children of residents in the Fairfax Hills and Quindaro Homes housing units.

► Representatives of nine midwest states met recently in Chicago and passed a resolution asking that additional federal funds be provided to carry the school lunch program through June. A shortage of funds has developed because Congress passed a \$75,000,000 appropriation last year instead of \$100,000,000. State Supt. Vernon L. Nickell, of Illinois, has written to the state congressmen asking them to support a deficiency appropriation.

► Toledo, Ohio. Public school custodians and janitresses, affiliated with Local 13, AFL Building Service Employees, have accepted a revised wage proposal offered by the school board. Acceptance of the offer averted a strike and added 35 cents to the proposed monthly wage increases for custodians and janitresses. New monthly rates for custodians range from \$193 to \$227. Janitresses received increases of \$22.46, making their wage \$132.50 per month.

► Cambridge, Mass. The school board has approved new pay raises of \$312 per year for all permanent civil service school employees, including clerks, custodians, and matrons. The board rescinded the proposed \$200 pay raise voted last year, but never paid.

► Madison, Wis. The school board has gone on record as opposing sororities and fraternities operating under Greek letter or other designations, which permit high school pupils to become members. The action was taken because such organizations frequently are publicized as high school group activities.

► Chicago, Ill. The board of education has approved increases of 27 per cent in rentals for assembly rooms and gymnasiums. John Howatt, business manager, said that the increase is necessary to cover the cost of higher salaries and other items.

► Kalamazoo, Mich. The school board has adopted a statement of policy barring discrimination in the system because of race, creed, or national origin. The policy emphasizes the imperative need of utilizing educational resources toward building a peaceful world.

► Omaha, Neb. The school board, facing the rising cost of living, has voted to raise the cost of school lunches from 15 to 20 cents. One half of the nickel increase will go to improve the meal, and the other half will offset the higher food cost. The cafeterias operated at a slight loss in January.



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IN selecting school buses, you will want—above all other things—SAFETY, DEPENDABILITY and ECONOMY!

Dodge "Job-Rated" school bus chassis are engineered and "Job-Rated" to provide maximum safety and economy. Each is equipped with time-proved Dodge hydraulic brakes—famous for their safety, reliability and ease of action.

And of course—for more than 30 years—DODGE and DEPENDABILITY have meant one and the same thing!

This year, you can meet your requirements even more exactly—because Dodge now offers a variety of 12 basic chassis models on 5 wheelbases, accommodating from 30 to 60 passengers.

Your Dodge dealer will gladly explain the many advantages Dodge "Job-Rated" chassis will bring to your school bus operation. See him . . . soon!

SCHOOL BUS CHASSIS FOR BODIES ACCOMMODATING 30, 36, 42, 48, 54 AND 60 PASSENGERS



160" wheelbase with 109 H.P.
engine. Accommodates bodies
to carry either 30 or 36 pupils.



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to carry either 36 or 42 pupils.



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220" wheelbase with 114 H.P.
"Job-Rated" engine and 5-
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235" wheelbase with 115 H.P.
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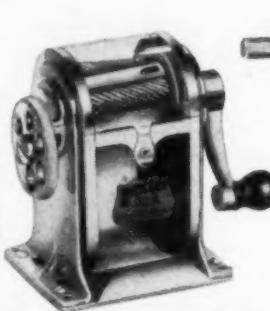
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School Board News

► Macomb, Ill. The school board has approved a proposal for the formation of a community high school district, consisting of Macomb city and the surrounding areas not included in the community high school district. The board has rejected the proposal of a consolidated district on the ground that the people of near-by rural areas prefer to continue to operate and administer their own grade schools. The area to be included in the proposed community high school district consists of Emmet, Macomb, Scotland, Chalmers, and Bethel townships together with Macomb city.

► School board members and administrators in LaSalle, Bureau, and Putnam counties, Illinois, have taken steps toward the formation of a divisional group of the Illinois Association of School Boards for the purpose of conducting spring and fall meetings. Robert Cole, Springfield, executive secretary of the Association, presented plans for the divisional group to 112 schoolmen at a meeting in the LaSalle-Peru township high school.

► Chicopee, Mass. The school board has passed a rule that applicants for teaching positions must pass an X-ray chest examination and a physical test as a prerequisite for appointment.

► Jacksonville, Ill. The school board has approved a plan, requiring physical examinations for pupils in the fourth to the ninth grades. The examinations will be made by a doctor, an eye, ear, nose, and throat specialist, and a dentist. The state or the county health unit will be responsible for the examinations. Parents are required to pay \$1 for the examination and the board will be responsible for indigent pupils.

► Houston, Tex. H. L. Mills, business manager of the school board, has proposed a program to provide year-round recreational facilities for all

the schools. Under the plan, the physical education instructors of the schools will supervise the playgrounds during the summer months. The board has appointed a committee to work with the city recreation department and work with them in introducing the program.

► Milwaukee, Wis. Children of G.I. families living in the city sponsored emergency housing units outside the city may attend the Milwaukee schools tuition free, under a decision of the school board. The rule applies to pupils in the housing units, Town of Milwaukee.

► Grand Rapids, Mich. A committee of school officials has been appointed to promote a healthier school activity program in the schools. The plan has been established as an answer to student complaints over recent enforcement of state laws banning high school fraternities.

► Granite City, Ill. The school board has obtained from the War Assets Administration a one-story frame industrial building, which will be used as a combination classroom and cafeteria building at the Dunbar School. The building which will be dismantled and set up by the first of May will greatly relieve congestion.

School Board Conventions

► The Nebraska School Boards Association is opposing L.B. No. 128, a proposed law which would require certain school districts to publish the minutes of their official meetings. President R. A. Greenslit of the Association, has studied the results of a questionnaire sent to the education committee of the legislature and has reported that 95 per cent of the school boards of the state are opposed to the passage of the bill. He took exception to a statement by Sen. Fred

Seaton, that there was no opposition to the bill when a hearing was held before the education committee.

► The Massachusetts Association of School Committees, a newly organized society, has opposed interference with the historic authority of school committees in the administration of city school systems. It was voted to send circulars concerning the four state educational bills before the legislature to all the school committees in the state.

COLORADO SCHOOL BOARDS WILL MEET

The Colorado Association of School Boards will hold their annual meeting at the Cosmopolitan Hotel, in Denver, on Friday and Saturday, April 11 and 12. An interesting program has been prepared and several well-known speakers will make addresses before the members. The main topics for discussion will be new school legislation, teachers' salaries, and district reorganization in the state. The annual banquet will be held on Friday, April 11, and there will be a dinner at the Colorado Schoolmasters' club on Saturday night.

STATE SCHOOL BOARD ASSOCIATION CONVENTIONS

April 10-11. Colorado Association of School Boards, Cosmopolitan Hotel, Denver. Dr. Calvin Grieder, secretary-treasurer, Boulder.

April 17. Kentucky School Boards Association, Kentucky Hotel, Louisville. Dr. L. E. Megee, executive secretary, Lexington.

April 23-24. Georgia Association of Superintendents, Board Members, and Trustees, Savannah. Dr. M. D. Collins, secretary, Atlanta.

April 24. North Carolina State School Board Association, Chapel Hill. Guy B. Phillips, executive secretary, Chapel Hill.

April 24. Missouri Association of School Boards, Jefferson. Mrs. Ella Mae Flippin, acting executive secretary, Jefferson.

April 24-25. Wisconsin Association of School Boards, Schroeder Hotel, Milwaukee. Mrs. Letha Bannerman, executive secretary, Wausau.



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For the other, note the illustration of the International Model KB-5 above. Note the brilliant new

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NBC NETWORK. See newspaper for time and station.**



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★ Hillyard's Non-skid Floor Treatments and Maintenance Products properly protect and make attractive all types of floors, insuring a safety factor of non-slippery floor surfaces easy to keep clean. They produce sanitary, labor saving conditions. In every classification, Floor Seals; Finishes; Waxes; Dressings and Cleaners, they give entire satisfaction.

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1947 BROADWAY, NEW YORK, N. Y.

School Building News

► Fort Dodge, Iowa. The board of education has begun plans for a million-dollar school-building program, to include three elementary schools, a high school gymnasium, extensive remodeling of grade schools, and an addition to the senior high school. The board has called an election to get the consent of the voters for a \$600,000 school-bond issue.

► Saratoga Springs, N. Y. The school board has completed plans for the remodeling of the present high school to house a junior high school. Plans are being made for the erection of a new senior high school. The citizens have been asked to approve a referendum vote, providing for the purchase of a site, grading, developing, and equipping of a recreation field.

► Statesville, N. C. The school board has approved plans for a school-building program to comprise four units: a gymnasium and vocational building for the high school, an auditorium and classroom building for the Negro high school, a new elementary school, and an addition for the Sherrill elementary school. An architect has been employed and work is going forward on two of the projects.

► Chapel Hill, N. C. The school board has erected a new classroom building with panel heating. An agricultural shop and a field house, using oil heating, have also been provided.

► Baltimore, Md. The city fire department has presented a report to the school board, listing 125 violations of fire regulations in the schools. In 75 cases the conditions cited have been corrected. Attention has been given to 42 other items, sources of fire department complaints. In this category were flameproofing of curtains at ten schools, installation of fire doors, closing off boiler

rooms in many schools, correction of fire code violations, and provision of new fire hose where needed. In one school, attention was called to the elimination of doors that overlap in a hallway.

► Cincinnati, Ohio. The board of education has purchased 13 sites for new schools, and will shortly select six more for additional structures to be erected. Architects are now engaged in preparing preliminary plans and specifications for several new building projects, including one vocational high school, three elementary schools, and the remodeling of an elementary school for use as a junior high school. Plans will be started shortly for a senior high school building, a junior high school, a six-year high school, and two additional elementary school structures.

► Kankakee, Ill. The school board has adopted resolutions, calling for a referendum on the question of bonding the school district to finance a \$2,125,000 school-building project. The program calls for forward-working plans for the modernization and enlargement of the entire school system, and these proposals if adopted will put the school system on a par with any school system in the northwest.

The plans embrace the following projects: (1) a new junior high school; (2) new industrial and vocational school in a separate wing of the east junior high school; (3) a new west junior high school; (4) a new Franklin school; (5) a 2-story addition to the Steuben school; (6) a new gymnasium for the high school; (7) a 2-story addition to the Washington school; (8) a 2-story addition to the Lincoln school; (9) renovation and modernization of all existing buildings, to eliminate hazards, increase lighting facilities, and remove dark woodwork and other bad aspects of the schools.

► Barrington, Ill. The voters have approved two proposals, to select a school site and to issue \$940,000 in bonds for a high school building. The board has employed the architectural firm of Perkins & Will, Chicago, to prepare the plans and specifications for the building.

► Circleville, Ohio. The board of education has voted to call an election to obtain the consent of the voters on a bond issue of \$300,000 for a new high school building. At an election held last May the proposition was defeated by the voters.

► Bay Village, Ohio. The board of education has begun the preliminary plans for the first unit of a new high school building. The Glenview elementary school, a 12-room structure, will be completed and occupied in 1947. A five-room addition to the Forestview School was completed in 1946.

► Boise, Idaho. The voters have approved a school bond issue of \$750,000, the proceeds to be used in financing a school-building program. The plans call for additions to three elementary schools, to cost \$510,000, and the erection of the first unit of a junior high school. The board has employed Messrs. Whitehouse & Price, of Spokane, to prepare the plans and specifications for the several projects.

► Chicago, Ill. The board of education has begun plans for the new Jefferson Manor elementary school. Plans are also in progress for the east side school.

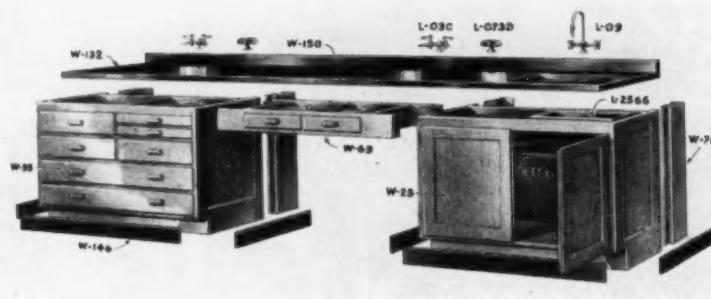
► Chicopee, Mass. The board of education has voted to increase the insurance protection on the school property by \$393,000. The amount of the previous protection was \$957,000.

► Holland, Mich. The school board has received a report from the citizens' school committee, which recently studied the needs of the schools and the method of raising funds for construction and repairs. The board has called a special election to obtain the consent of the voters for increasing the 15-mill levy. A second proposal would call for the establishment of a sinking fund.

► Santa Fe, N. Mex. The school board has approved a report of a building survey, conducted by Harland Bartholomew & Associates, of St. Louis. The report has been referred to the city planning commission and the Bartholomew firm for further study and action.

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ASBJ-4-47

School Business Administration

A STUDY OF SCHOOL BUS COSTS IN PLATTE CITY, MO.

Supt. N. D. Vogelsang, of Platte City, Mo., has completed a study of school bus costs covering a period of two years, 1944 to 1946.

The study reveals that the average cost per mile was 17.2 cents, and the average cost per child transported, \$46. The overhead expense was 10.6 cents, and the operating expense (maintenance and supplies) was 6.6 cents per mile.

Two school-owned buses were used, one having a capacity of 42 passengers, and the other a capacity of 48 passengers. One was a 1941 model and the other a 1944 model. Each bus averaged 105 miles per day and carried approximately 70 children per day. Bus drivers were paid \$88 per month and gasoline was purchased at 2 cents per gallon below the retail price.

In addition to the usual items of expense, depreciation was figured at the rate of \$800 per bus per year and interest on the investment at 6 per cent per year. (The latter item was included because the money invested in buses might have been invested in some other way.)

GREENSBORO APPROVES INCREASED SCHOOL TAX LEVY

The citizens of Greensboro, N. C., on February 18, by a vote of three to one, approved a proposal for an increase in the local supplementary school tax from 15 to 30 cents on each \$100 of property valuation. A debt service tax to meet the requirements, a retirement tax to match teacher contributions, and a 4-cent maintenance tax were also authorized. The supplementary current expense tax will make possible increased salaries, reduced congestion, and greater enrichment of educational opportunities.

The successful conclusion of the election is significant in view of the fact that the state legislature is now in session and that it is probable that this body will grant an increase in teachers' salaries of approximately 30 per cent. The present financial position of the Greensboro schools is now the best of any city in the state.

NEWTON ADOPTS MILLION-DOLLAR BUDGET

The board of education of Newton, Mass., has adopted a budget of \$1,959,912 for 1947, which is an increase of \$293,998 over the all-school total for 1946. The commonwealth has appropriated from \$100 to \$200 per teacher and is reimbursing the city an average of 50 per cent of the salaries and supplies required by the trade and evening schools. These appropriations, plus tuition and other minor incomes, amount to \$170,000 annually. The actual net cost to the city is about \$170,000 less than the total of \$1,959,912, or \$1,789,912. The Newton Junior College Division has a separate budget of \$37,648, which is raised by tuition.

The budget provides for base salary increases of \$300 for teachers employed prior to 1942; \$200 for those who began between January, 1942, and December, 1944; and an increment of \$100, effective January 1, 1947, with an additional \$100 in September, for teachers employed since January, 1945. These increases are in accordance with a revised salary schedule, which raises the maximum salaries by \$300.

In addition, the mayor has announced a 1947 cost-of-living bonus for all employees of 25 per cent to a maximum of \$500, which is an increase of \$200 over the 1946 cost-of-living bonus. Special adjustments in basic salary for 1947 will raise the median basic salary for classroom teachers to \$2,750. The minimum salary for beginning women teachers with a bachelor's degree will be \$1,600, which with the bonus will mean a total compensation of \$2,000 in 1947. The minimum for men teachers, including the bonus, will be \$2,250.

STANFORD BOARD ADOPTS REVISED INSURANCE PROGRAM

The board of education of the Stanford Community High School, Stanford, Ill., has adopted a revised insurance program, prepared by Principal John P. Allen. Under the program, the amount of insurance carried on the school property has been increased approximately 35 per cent to a 90 per cent coverage, and the types of coverage have been extended to include all risks. The amount of premium increase is about 15 per cent.

The insurance has been arranged with five policies covering a five-year period. All policies are uniform in amount and coverage, which makes adjustment of any loss more simple than was possible under the former insurance plan.

ASSOCIATION GOES INTO ACTION

(Concluded from page 56)

to raise enough money to make their efforts effective. In part this came through direct appropriations of money from the state legislature. There was written directly into the law the idea of "educating the school board."

Results of association activities have been manifold. Possibly most significant has been co-operation with professional, educational, farming, civic, and other organizations to aid in sound public school reform. From this co-operation in recent years has come legislation to codify the school laws, to increase greatly state financial aid to the public schools, to stimulate county surveys for consolidating thus far nearly 1000 of the 12,000 largely inadequate school districts of the state, and to aid in tax assessment reform and its interpretation. Much remains to be done.

The school board association is not intended to supplant local school board government. But when troubles constantly beset school boards and state official and professional aid of the right sort is not at hand to circumvent them, the well-organized association can and does go into action almost as a lifesaver.

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NEW ALBANY SCHOOLS RECOGNIZED

The city schools of New Albany, Ind., were honored by the Junior Chamber of Commerce of that city on February 20, as the most efficiently operated unit of government during the year 1946. The accompanying picture shows Frank Clipp, Jr., chairman of the Chamber's Civic Committee, presenting the distinguished award plaque to Harry R. Davidson, superintendent of schools. Those beaming approval, reading from left to right, are Irvin F. Fleischer, H. Scott Pickens, and Oscar O. Bader, school board members.

This outstanding recognition climaxed a



The community appreciates its superintendent.

Dr. Harry R. Davidson, superintendent of schools at New Albany, Indiana, awarded the distinguished service plaque by the Junior Chamber of Commerce.

three-year campaign during which time the New Albany schools changed from a very conservative program to one of the most progressive in Indiana. The school administration has successfully enlisted the support of the entire community in the improvement of the schools. The uniform single-salary schedule which increased salaries almost 50 per cent during this period has created an excellent relationship between the school administration and the teaching personnel.

Every department of the school is, and has been working, on curricular research studies within its field. Two have been printed, one being a course of study in social studies for grades four, five, and six, and the other a physical education program for grades one through six.

An adequate health program has been inaugurated. The teachers through an in-service training program are well aware of the efficiency and proper use of audio-visual aids, and each school has been equipped with a sound projector, a slide projector, a film-strip projector, a recording playback equipment, and other valuable aids all under the supervision of the director of the program.

Additions to the administrative staff include a director of research and guidance, a supervisor of physical education, and a director-co-ordinator of industrial education. The director-co-ordinator, in addition to his day school activities, supervises the 21 adult classes that are meeting each week. Three of these include high school courses offered for high school credit, four are given in connection with the federal apprentice program, six are sponsored by Indiana University for college credit, and eight are courses given as related instruction to veterans in connection with their on-the-job training program.

The school city, for the second consecutive year, supervises a warm lunch program operating through a central kitchen, thereby making

a nutritious warm lunch available to every child in the school system.

These improvements have called for higher appropriations with an increased tax levy. The tax review boards, both local and state, during this period have approached the school budget as presented. In addition to the increased teachers' salaries, the budget has included substantial amounts for furniture and equipment, for maintenance of buildings, and a 30 cent sinking fund levy.

The school trustees have plans for a building program partly financed by an advance from federal funds for architectural services, which include a 14-room elementary school building, a high school for the colored students, a 24-room junior high school, a vocational building, and a high school gymnasium seating 6000.

The school trustees have combined courage and determination with good business and educational practice in making the necessary improvements wanted by the people of New Albany. This outstanding recognition by a local civic group gives them great confidence as they face a further expansion of the New Albany educational system.



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Here's a school bus that has extra-rugged frames, springs and wheels. Brakes are sure-acting, quick-stopping. The precision-built Reo Gold Crown Engine has plenty of reserve power for capacity loads and steep grades. Since 1904 Reo equipment has been famous for economy, reliability and long life.

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School Finance and Taxation

CUSTER COUNTY, COLORADO, ON CASH BASIS

The school boards and county superintendent of Custer County, Colo., have effected a vast improvement in their financial administration. Six years ago, every district was operating on registered warrants, whereas for the past two years all districts have been on a strictly cash basis.

Co-operation of teachers, school boards, and county commissioners has resulted in the more economical purchase of school supplies. Magazine subscriptions have been pooled, and with the savings thus made, reading circle books have been bought for circulation throughout the county. The

county commissioners have assisted by allowing extra money for books and for transportation of books. This county-wide type of co-operation has brought reading materials to every district regardless of its financial ability.

FINANCE AND TAXATION

► Zed L. Foy, superintendent and clerk of the school district of Boise, Idaho, has issued a report on the financial status of the district for the ten-year period 1936 to 1946, which includes a report on the receipts and expenditures, cash on hand, and information on the bonded debt of the district. Under the program of bond retirement, bonds are being retired regularly according to a definite schedule. The program is rather flexible because of the special provisions for retiring bonds held by the state.

► Athol, Mass. The school board has adopted a budget of \$270,058.55 for the school year 1947-48, which is an increase of \$26,612 over the year



1946. The greater part of the increase will be used for teachers' salary increases.

► St. Louis, Mo. Radical economies in the operation of the city schools have been ordered by the instruction committee of the school board following the defeat of the school-tax proposals at the March election. Teachers' salary increases are eliminated and the base pay may also be cut. Among the curtailments already ordered are (1) discontinuance of after-school playground activities, (2) discontinuance of adult-education classes, (3) restricted use of school buildings, (4) increases in school lunches, (5) curtailment of dental and health program, (6) increase in the number of pupils per teacher to eliminate the hiring of new teachers. Supt. Philip J. Hickey stated that the schools are facing a \$2,000,000 deficit and that it will be necessary to cut expenses wherever possible.

► Houston, Tex. The board of education has adopted a budget of \$10,205,941 for 1947, which is an increase of \$1,438,573 over 1946. The largest item in the budget is \$6,983,980 for instructional expenses. Debt service will cost \$1,597,790.

► Atlanta, Ga. The board of education has adopted a budget of \$6,146,038 for the school year 1947-48, which is an increase of \$831,690 over 1946. Major outlays in the budget provide \$4,349,299 for instructional service for 1947. War bonuses for employees are included for the entire year for the first time, pushing the total allocations upward. The largest item of receipts is \$3,835,222 representing 30 per cent of the general city revenues to which schools are entitled under charter provisions. There was a carry-over of \$772,930 from 1946 representing municipal allocations for 1946 which were unexpected.

► Decatur, Ill. The board of education has passed a resolution lowering the educational tax levy from \$1,500,000 to \$1,372,174 for 1946. It is expected that the lower amount will be sufficient to meet all the expected needs of the schools.

► Martins Ferry, Ohio. The board of education has begun plans for a school building program, to involve a cost of \$750,000. The plans call for two 8-room elementary schools and a classroom and auditorium addition for the high school.

► Unable to reach an agreement with bonding houses, the board of education of Britton, S. Dak., has appealed to the courts for a decision. It wants to know what amount it can legally raise in a bond issue and the sources that may liquidate them. The South Dakota supreme court will be finally asked to provide the answer.

GUIDING BOARDS ON TEACHER PAY

The State Education Department of Iowa has issued the following instructions in providing for teachers' salary schedules:

1. Board may pay out monies to provide cost of living adjustments, provided they stay within the limits of their total general fund expenditures budget for that year—that is—they may shift funds allotted from one item to another within that total.

2. Boards may pay out money from unanticipated revenues; such as, supplementary aid, unbudgeted tuition collection, back tax collections, gifts, and the like, provided they amend the budget under which they are operating by due public notice and hearing, and submit notice of such amended budget to the state comptroller and county auditor for their records.

3. Because of the question of legality, any increase in employees' wages or salaries should be designated "an emergency adjustment" rather than a "bonus."

4. Any salary should be based upon a complete new contract or upon a rider or amendment attached to an old one. In any event, any "emergency adjustments" paid to teachers should be on a contractual basis.

5. Any adjusted wages decided upon are subject to the 1 per cent deduction and matching under the provision of the Iowa old age and survivor insurance act for that year.

6. School boards wishing to make such adjustments and having unbudgeted funds available for such expenditures must set a date for a hearing by proper publication or notice and hold a public hearing on amending the current budget under which they are operating. Forms for this notice, and also the report of the results of such hearings, may be obtained by writing either the department of public instruction, the state comptroller, or the attorney general.

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School Boards Solve the Problem of 1947—Salaries

BELLEFONTAINE BOARD MAKES STUDY OF SALARY SCHEDULES

The board of education of Bellefontaine, Ohio, recently appointed a committee, consisting of two elementary teachers and two high school teachers, who began a study of salary schedules, with a view of preparing one for the local schools.

The program was arranged in eight distinct steps and was followed completely by the committee in its work. The first step was the calling of a general meeting to acquaint teachers with the study and the schedule revision. A committee of four was appointed to work with Supt. C. C. Hoop and teachers were urged to contact committee members concerning their desires regarding the salary schedule.

The second step was the sending of a questionnaire by the committee to each teacher regarding policies to be followed in working out the schedule, and inviting suggestions on matters not mentioned in the questionnaire.

The third step was the sending of questionnaires pertaining to salary schedules in effect in fifteen cities with similar enrollment and tax valuations per pupil.

The fourth step was a study of two recent salary surveys, together with replies from the previous questionnaires, and the tabulation of results in table form.

The fifth step was the preparation of a salary schedule, based on policies favored by teachers in the questionnaires.

The sixth step was the eliciting of information from teachers and principals to determine if the amounts allowed as extra beyond the schedule were fair and satisfactory.

The seventh step was the calling of another teachers' meeting to present the mimeographed schedules to all teachers. At that time the teachers listened to explanations of the schedule and the reasons for each part.

The eighth step was the calling of a meeting for a discussion of the schedule with the president of the teachers' association. The association then approved the schedule by a majority vote, after which it was presented to the board of education for approval.

The board in reviewing the schedule, gave its hearty approval and complimented the salary committee on its thorough study and the statistics presented. Further action toward adoption of the schedule is dependent on the action of the Ohio state legislature.

WILLIAMS SALARY SCHEDULE

The school board of Williams, Ariz., has adopted a new salary schedule for 1947, based on professional training and years of experience.

Teachers with no degree and having no experience will begin at \$2,600, plus a cost-of-living bonus. New teachers with an A.B. degree will start at \$3,060 per annum and advance to \$4,260 in the eleventh year; teachers with a master of arts degree will begin at \$3,460 and go to \$4,660 in the eleventh year.

The schools will accept outside teaching experience at one half value, up to a maximum of five years. All teachers will be granted 10 days' sick leave and five unused days will be accumulative to 40 days.

NEW CINCINNATI SALARIES FOR TEACHERS

The board of education of Cincinnati, Ohio, has adopted a salary schedule for both professional and nonprofessional employees of the schools, which went into effect in January, 1947. The financing of the salary schedule has been made possible through the approval of a four-mill levy by the voters for a four-year period.

The present schedule, with a minimum of \$1,900 and a maximum of \$3,700 a year, represents a \$700 yearly increase over the previous

schedule passed in 1927. This is an annual increase of \$350 a year over the salaries of teachers in 1946, which included a \$350 cost-of-living increment. Carrying out a policy of equal treatment for all employees, the members of the nonprofessional staff have been given \$700 increases above their base salaries.

KEOKUK SALARY SCHEDULE

The board of education of Keokuk, Iowa, has adopted a new salary schedule for instructional employees, based on merit, training, and experience. All teachers' contracts include a \$360 cost-of-living bonus as a part of the base salary for the year. In addition, for the 1947-48 school year, the board is giving average increases of \$440 to each teacher, which places all teachers on the new schedule.

All teachers are required to serve a two-year probationary period. Beginning with the third year, teachers with two years' training will be paid \$2,000 and will advance at the rate of \$100 for seven years, and at \$50 for the next six years. Teachers with three years' training will be paid \$2,200 in the third year and will advance at \$100 per year for seven years, and at \$50 for the next eight years. Teachers holding a bachelor's degree will be paid \$2,400 in the third year and will advance at \$100 per year for seven years, and \$50 for the next ten years. Teachers holding a master's degree will be paid \$2,600 in the third year and will advance at the rate of \$100 for seven years, and at \$50 for the next 12 years up to the maximum of \$3,600.

UNION TOWNSHIP SALARY SCHEDULE

At an election held on February 11, the voters of Union Township, Union, N. J., approved a school budget, providing increases of \$220,000, largely for teachers' salaries. The approval of the budget has automatically approved the salary schedule adopted by the board for the school year 1947-48, and which will provide \$750 increases for educational employees and about one half of that amount for other school employees.

The voters have also approved a short-term note for \$70,000, permitting increases for all educational employees, of \$375 each on the base salary, and \$295 for other employees. A \$15 per month bonus has been removed, making the net increases \$300 and \$220 respectively.

Schedule for Teachers

The schedule for teachers is divided into five groups. Teachers in Class I, having less than three

years' training, will begin at \$1,800 and advance by increments of \$150 per year up to a maximum of \$3,200 in the tenth year; teachers in Class II, having three years' training, will begin at \$1,900 and advance to \$3,600 in the twelfth year; teachers in Class III, having four years' training, will begin at \$2,000 and advance to \$4,000 in the fourteenth year; teachers in Class IV, having five years' training, will begin at \$2,100 and advance to \$4,400 in the sixteenth year; teachers in Class V, having six years' training, will begin at \$2,200 and advance to \$4,800 in the eighteenth year.

Schedules for Supervisors

Supervisors in Class I, having less than three years' training, will begin at \$2,300 and advance by increments of \$150 up to a maximum of \$3,700 in the tenth year; supervisors in Class II, having three years' training, will begin at \$2,400 and advance to \$4,100 in the twelfth year; supervisors in Class III, having four years' training, will begin at \$2,500 and advance to \$4,500 in the fourteenth year; supervisors in Class IV, with five years' training, will begin at \$2,600 and advance to \$4,900 in the sixteenth year; supervisors in Class V, with six years' training, will begin at \$2,700 and advance to \$5,300 in the eighteenth year.

Schedule for Principals

Principals in Class I, having less than three years' training, will begin at \$3,100 and advance to \$4,500 in the tenth year; principals in Class II, having three years' training, will begin at \$3,200 and advance to \$4,900 in the twelfth year; principals in Class III, having four years' training, will begin at \$3,300 and advance to \$5,300 in the fourteenth year; principals in Class IV, having five years' training, will begin at \$3,400 and advance to \$5,700 in the sixteenth year; principals in Class V, having six years' training, will begin at \$3,500 and advance to \$6,100 in the eighteenth year.

Schedule for Clerks and Secretaries

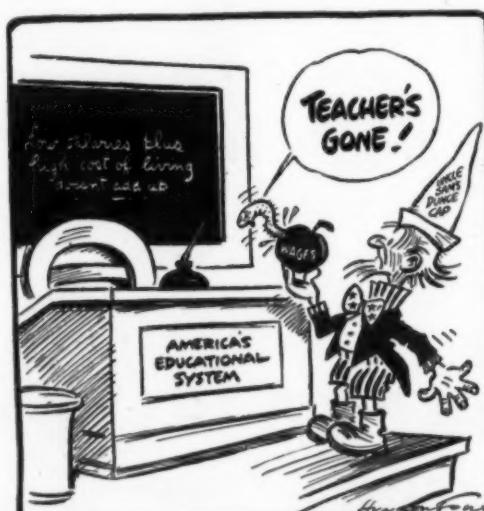
Ten-month clerks will begin at \$1,400 per year and advance by increases of \$50 up to a maximum of \$2,500 in the thirteenth year; 12-month clerks will begin at \$1,680 and advance to \$2,400 in the thirteenth year.

Ten-month secretaries will begin at \$1,450 and advance to \$2,100 in the fourteenth year; 12-month secretaries will begin at \$1,740 and advance to a maximum of \$2,520 in the fourteenth year.

MINE HILL TOWNSHIP SALARY SCHEDULE

The Mine Hill Township School Board, Dover, N. J., has adopted a salary schedule which encourages teachers to improve their professional preparation, and recognizes years of service. New minimum and maximum salaries have been established dependent upon the financial situation at the time and are subject to review and revision each year.

New teachers lose three years of their prior teaching experience in establishing their place in the schedule. No teacher is at present receiving less than \$2,000 per year, and all instructors have been given increases of \$200 in 1947. Teachers in the first level having 64 hours of college work will start at \$2,000 in the fourth year and advance at the rate of \$100 to the maximum of \$3,200 in the sixteenth year. Teachers in the second level having 80 hours of college work will begin at \$2,100 and advance to the maximum of \$3,300 in the sixteenth year. Teachers in the third level having 96 hours will start at \$2,200 and advance to \$3,400 in the sixteenth year. Teachers in the fourth level will start at \$2,300 and advance to \$3,500. Those in the fifth level will start at \$2,400 and go to \$3,800 in the eighteenth year.



Pittsburgh Post — Gazette
An Apple for Teacher.

"THINK they last longer?
Mister, I KNOW

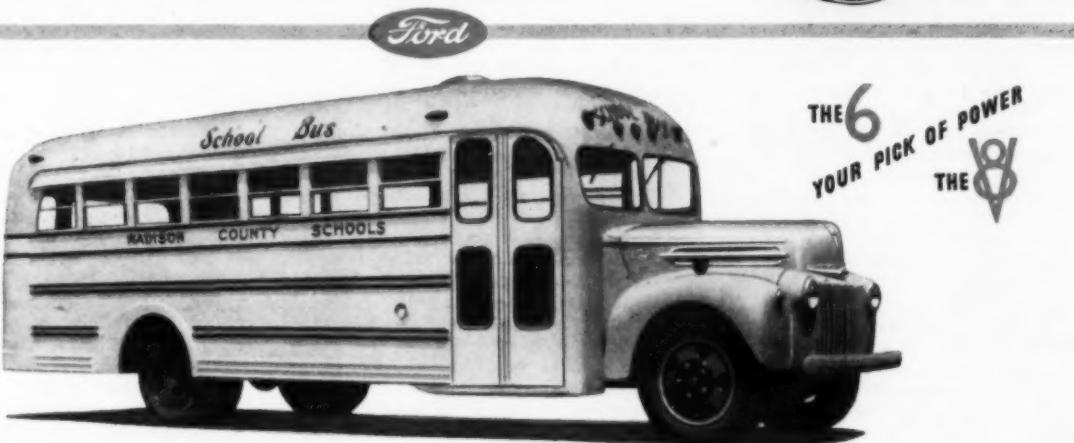
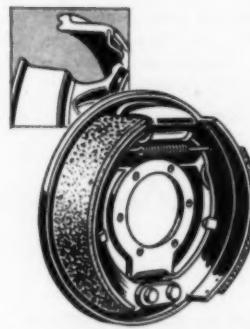
FORD TRUCKS LAST LONGER!"

That's what Mr. R. G. Colvert of Ardmore, Oklahoma, wrote recently. "One of our Ford Trucks 11 years old," he added, "has gone over 250,000 miles and it's still on the job, with lots of good miles in it!"



ONE big reason—FORD BRAKES STAND UP!

The wide, heavy, cast drum surfaces of Ford Brakes are non-warping and score-resistant. They are interlocked and fused with steel drum discs during casting, providing great strength and reducing weight. The two shoes are independently anchored, each shoe being actuated by its own hydraulic piston. Adjustment is extremely simple and entirely external. Brakes are exceptionally stable in adjustment. Entry of water and dust is minimized by closely fitted tongue-and-groove design, where edges of drums meet backing plates. Ford brake design promotes long lining life, consistent performance, extra-safe stopping ability and easy pedal pressure.



For proved reliability, safety, economy and long endurance, the Ford School Bus is a prime favorite. Here's one of the many attractive School Bus bodies available through Ford Dealers—a product of Carpenter Body Works, Inc., Mitchell, Indiana.

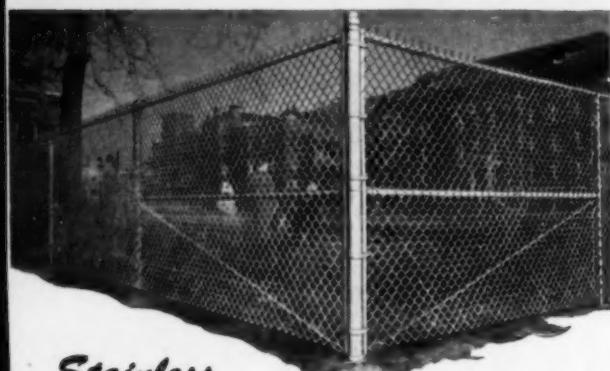
X ONLY FORD GIVES YOU ALL THESE LONG-LIFE FEATURES: Your pick of power—the great V-8 or the brilliant Ford Six—extra-strength frames, with siderails doubled in heavy duty models—new Flightlight, 4-ring, oil-saving pistons—full-floating and $\frac{3}{4}$ -floating axles, with axle shafts free of weight-

load . . . more than fifty such endurance-engineering features in all. It's because of this long-life construction that *of all trucks 14 years old or older on the road today, there are more Ford Trucks than all other makes combined!* In fact, the average age of all Ford Trucks in use is over 9 years. See your Ford Dealer.

MORE FORD TRUCKS IN USE TODAY THAN ANY OTHER MAKE!

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NORTH MANCHESTER

INDIANA

SCHOOL BOARD PROBLEMS DISCUSSED AT A.A.S.A.

Atlantic City, March 3 and 4

CURRENT SCHOOL BOARD PROBLEMS

Among the discussion groups which aroused wide attention was the meeting conducted by Supt. R. V. Hunkins, of Lead, S. Dak., at which current problems of boards of education were presented. The paper read for Supt. Harry A. Burke made clear the exceedingly difficult financial problem which confronts the school board at Omaha, Neb. (see page 45). Prof. Clyde B. Moore, of Cornell University, in a thoughtful paper showed how state school board associations are taking the lead in bettering local schools and aiding state school legislation (see page 21). Supt. L. G. Nourse, of Norton, Mass., discussed the interplay of state and local administrative functions in the town schools of Massachusetts. Supt. Willard Spalding, of Portland, Ore., speaking on the same subject, showed that the impact of war more than trebled the school enrollment of Portland and now has left the schools with an enormously difficult complication of school-housing and financial problems due to changes in the industrial situation and the large residual population.

James Marshall, member of the New York City board of education, urged that school boards treat teachers as human beings and that they take definite steps to improve salaries and working conditions in order to overcome the present teacher shortage and to assure the schools of adequately trained staffs over the long term.

School Building Construction

Two afternoon sessions were devoted to problems of schoolhouse planning and construction. At the first session Dr. N. L. Engelhardt, of the

New York City schools, argued that careful neighborhood surveys are necessary to determine the adequacy of the present school plant and to plan for new buildings which will fully meet the social as well as the formal educational situation in various parts of a city. Supt. L. A. Steger, of Webster Groves, Mo., argued that the school architects must be chosen on the basis of experience, understanding of educational problems, and proved integrity.

Supt. Harold Church, Elkhart, Ind., declared that communities differ in their support of education and that a program for a school building must develop support which brings to bear the best elements of the community. A community school committee which can defend and support the schools and can create widespread understanding and acceptance of a bond and building project, has been found particularly effective.

Supt. Thomas L. Nelson, Berkeley, Calif., described in detail the techniques for promoting a school bond referendum used in his community. These techniques included newspaper publicity, public addresses, the wide distribution of printed materials, the aid of parent-teacher and civic organizations.

At a second session devoted to the discussion of trends in school building construction, Supt. E. W. Broome, of Rockville, Md., urged that all elements of the school building—site, plan, interior spaces, design—must be considered as a means of adding to the learning situation. As long as the school plant frees the child, said the speaker, to engage in activities it aids learning. What the child lives, he learns. Learning must deal with vital living. The school plant, he concluded, aids education when it is planned for

functional use of children, when it provides safe and sanitary conditions, when it allows for active participation of children in natural living, under natural conditions, with natural problems, pursued in a way natural for children, at their age of maturity.

Wilfred Clapp, Lansing, Mich., outlined the functional approach to schoolhouse planning. He recommended that superintendents and boards who are engaged in planning problems obtain copies of "The Guide for Planning School Plants," recently completed by the National Council on Schoolhouse Construction.

An informative discussion of eye comfort and efficiency, by Charles D. Gibson, lighting expert of the California State Department of Education, advanced the newly accepted theory that beyond a rather minimum of actual lighting efficiency, all effective schoolroom lighting depends upon the relatively low differences between the brightness of the immediate working surface and the surrounding focal and peripheral fields. At present, there is too great a difference in brightness, and desks, floors, etc., are too dark. Brightness balance, rather than excessive increase of illumination, is the cure of the present inefficiency in school lighting.

Architect Lawrence B. Perkins, Chicago, cleverly and with humor drove home to the group the principles of planning school buildings for educational efficiency, with economy and safety as important secondary factors. He urged that the exterior of buildings, as well as the interiors of all teaching areas, be planned to provide the utmost in order, harmony, and balance, resulting in efficiency and beauty.

► Muscatine, Iowa. The school board has made provision in its budget to pay \$18,000 to teachers as a bonus to their salaries for 1946-47. It is planned to pay \$50 immediately, and to pay the remaining \$50 at the beginning of the fiscal year on July 1.



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PROJECTOR**

MODEL "30-D" PROJECTOR

New in many ways, this Ampro Dual Slide Projector offers the latest improvements in strip film and slide projection.

Curved film guideways guide the strip film in exact position for crisp, brilliant screen images. Automatic snap-action, self-centering slide carrier assures perfect focus every time...with one-hand operation. Positive, quick-tilting... true, brilliant color and sharp, clear black-and-white reproduction...convenient lift-off carrying case...these and many other features make this outstanding dual-purpose projector ideal for home, school, church or industry.



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Carry germs

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CONCENTRATED LIQUID TOILET SOAP

**UNESCO APPEALS TO EDUCATORS TO AID
IN WAR RELIEF**

Unesco, the educational arm of the United Nations, has appealed to American educators to aid in the relief of war-devastated countries. The Junior Red Cross as the major agency of American school children is asked to help in giving assistance to foreign children.

An appeal is being made for educational supplies and materials for thousands of children in many countries where these supplies are lacking. A request is made for surplus books and professional materials for the use of teachers and pupils. High school and college textbooks in mathematics and science are needed and standard English and American literature will be welcomed.

For information concerning the needs of foreign teachers and schools letters may be addressed to the Commission for International Educational Reconstruction, 744 Jackson Place, N.W., Washington 6, D.C.

THE ST. PAUL STRIKE

The citizens of St. Paul, Minn., have voted down an increase in tax funds to make possible the salary increase for which the teachers struck in December. It is believed that the resentment of parents whose children were denied several weeks of school was partially responsible for the unfavorable vote. The main opposition came from the St. Paul Association and from the organized owners of income producing real estate. The teachers are continuing the fight for higher compensation.

THE BUFFALO STRIKE

The teachers of Buffalo, N.Y., on February 24 went out on strike in an effort to obtain an immediate increase of \$1,025 in salary. The strike which affected 2900 teachers in 98 schools, was ended March 3 after Mayor Bernard J. Dowd announced that he would recommend sufficient appropriations to meet the teachers' demands.

Approximately 80 per cent of Buffalo's 3000 teachers will share in the salary increases which range from \$325 to \$625 a year, depending upon length of service.

Elementary teachers will receive a top wage of \$3,200 annually while high school teachers will be paid \$3,600. Minimums will be \$2,200 for elementary teachers and \$2,500 for high school teachers. Anticipated revenues to meet the increases will be based on new local taxes authorized by the State Legislature.

The increases which will go into effect July, 1947, are substantially the same as those offered before the strike.

TEACHERS' SALARIES

► Mason City, Iowa. A teachers' salary schedule, based on training and experience, and involving increases totaling \$127,000, has been adopted by the board of education. The increases range from \$27.50 to \$70 per month for teachers under contract and will average \$52 per month on a 12-month basis.

► Atlanta, Ga. Teachers in the state schools will continue to receive their 50 per cent increase for the balance of the school year.

► Oak Park, Ill. The school board has approved salary increases for the year 1947, ranging from \$480 to \$660.

► Springfield, Mass. The school board has given all teachers a flat increase of \$400 per year, in addition to the usual annual increase.

► Kenosha, Wis. The school board has adopted a teachers' salary schedule, providing increased annual increments over the former scale. The schedule provides maximum pay of \$3,200 per year for teachers with 60 semester hours' training, with annual increases of \$140. Teachers with 90 semester hours' training will receive a maximum salary of \$3,400, with \$140 yearly increments.

Teachers with bachelor's degrees will be paid from \$2,200 to \$3,800, with increments of \$160 per annum. Teachers with 30 semester hours earned toward M.A. degrees would receive from \$2,400 to \$4,000, with \$180 annual increments. Instructors holding master's degrees will receive \$2,400 to \$4,200, with \$180 increments yearly.

► Beloit, Wis. Professional staff members of the schools will receive flat salary increases of \$375 on their contracts for the 1947-48 school year, beginning July 1. Maintenance and clerical personnel were raised \$180 for the next year under a new scale adopted by the board.

► Moline, Ill. Teachers, administrators, and school employees have been given salary increases totaling \$70,000 for the 1947-48 school year. Teachers and administrators were given increases of \$20 per month, or \$240 for the 12-month school year ending September 1, 1947. Other school employees were given monthly raises of \$10, or \$120 per year.

► Rock Island, Ill. The board of education has approved salary increases of \$320 per year for all professional members of the staff in 1947. The total cost of adjustment for all employees, to include part-time professional employees, as well as part- and full-time nonprofessional employees, will total \$82,736. For the full-time group the cost of increases will reach \$76,800.

SCHOOL BUILDING CONTRACTS

During the month of February, Dodge reported contracts let for 142 educational buildings at a total contract price of \$13,494,000. The territory covered by the report includes 37 states east of the Rocky Mountains.

SCHOOL BOND SALES

During the month of February, 1947, school bonds in the amount of \$17,992,200 were sold. The average yield at the end of the month of 20 permanent municipal issues, according to the *Bond Buyer*, was 1.97 per cent.

The largest issues during the month were Ohio, \$5,881,700; Illinois, \$2,600,000; Georgia, \$1,403,000; Washington, \$1,304,500; California, \$1,123,000.

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HOUSTON, TEXAS, SCHOOL NEWS

"We'll dig down into our own pockets before we'll let any Houston school children go hungry," Dr. Henry A. Peterson, president of the Houston School Board, declared when the board again had the subject of accepting federal aid brought to their attention. This time it was brought to them by a letter from a local Oil Workers' International Union protesting their refusal to accept the free lunch money at a previous meeting. "If we are going to try to teach self-reliance to our own schools, it should begin at home. That is a part of schooling," the board president declared. He was heartily applauded by the other members.

The board had had a number of discussions with Supt. W. E. Moreland, as to the quality of training necessary for teachers. While the entire body is in favor of the move to raise salaries to at least \$2,000 annually, they went on record as against those teachers who are "inadequately trained," or are too young and inexperienced. They felt that now that the war is over and teachers are easier to get, more care as to ability and training should be used.

A group representing the three Houston teacher organizations met with the board members at their last meeting and made three definite requests: (1) a higher cost-of-living adjustment; (2) payment of teachers twice monthly rather than only once, and (3) time off with pay in time of death or serious illness in the teacher's immediate family. At present this time is charged against their sick leave.

Because of several disorderly scenes at the huge school stadium, in which both school boys and police have been brought into unfavorable publicity, the board has asked the city council to adopt an ordinance prohibiting the drinking of liquor at public gatherings sponsored by the school system, football games, and other athletic events. The city council voted to turn it over to the city attorney for action. He in turn had referred it to the state legislature, where it is now pending.

PHILADELPHIA SCHOOL PROGRESS

Increased book costs, scholarships, and what to do about Armistice Day, are among the problems currently worrying the Philadelphia Board of Education.

Dr. Alexander J. Stoddard, superintendent of schools, told the board that Armistice Day should be dropped as a school holiday because it has lost some of its significance in the light of World War II. He suggested it may be possible to select a day significant to both wars. In fixing the schedule the committee left Armistice Day open to question.

Add B. Anderson, secretary, told the board that it may have to add another \$100,000 to its 1947 allotment of \$350,000 for the purchase of textbooks because of higher book costs. A shortage of tablets and writing paper is imminent although the board has enough on hand to last until June.

Hourly wage increases for principals, teachers, and secretaries in the evening high schools have been approved by two of the board's committees. Principals will be advanced from \$5 to \$6 an hour; teachers of three years' evening school experience from \$2.75 to \$3.50 an hour; and secretaries from \$2.75 to \$3 an hour. The increases approved by the schools and finance committees affect several hundred persons and will add \$75,000 to the budget.

Dr. Stoddard has suggested to the board a revision of its present method of awarding scholarships on the sole basis of high marks. He suggests athletics and school citizenship should be considered as factors.

PERSONAL NEWS OF SUPERINTENDENTS

► SUPT. W. M. WILLETT, of Polk, Neb., has been re-elected for a fifth consecutive year.

► DR. CURTIS E. WARREN, of San Francisco, Calif., failed to obtain a contract for another four years as superintendent of the city schools. Dr. Curtis was appointed superintendent in 1943 and his contract expires in June, 1947.

► DR. ROBERT T. BAPT, Superintendent of the Buffalo Public Schools, was voted a contract for his third consecutive six-year term at a meeting of the Board of Education on March 11, 1947.

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FOR STEEL WOOLING...POLISHING
SCRUBBING...BUFFING*

Today—labor-saving machines are a MUST for economical floor maintenance! Equip now to save time and cut costs...with American DeLuxe Floor Maintenance Machines! Designed to do all the jobs easier and faster...including steel-wooling, scrubbing, scouring, polishing or disc sanding. Operates either as a riding-on-head or a riding-on-wheel machine. Right for all types of floors. Sizes include 11", 13", 15" discs. Write for full details. The American Floor Surfacing Machine Co., 547 So. St. Clair St., Toledo 3, Ohio.

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washroom problems
at minimum expense!**

- STRONG WHEN WET
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A THRIFTY CHOICE...
YOU CUT WASTE
WITH THIS MORE
ABSORBENT LINE

A TRIPLE SERVICE!
DISTRIBUTED THROUGH
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STRAUBEL PAPER CO. - GREEN BAY - WIS.

Education's Largest Exhibit

(Concluded from page 44)

transportation, safety education and devices, athletic equipment, and hearing aids, were all given ample attention. Maps and globes revised as fast as new boundaries are made permanent, were assured by the manufacturers of these supplies.

New Furniture Emphasizes Posture

Great strides have been taken in recent years in school furniture design for correct posture and these improvements were evident to those who visited the exhibits on school furniture. Special recognition should be given the American Seating Company by all school administrators for their public relations program selling education and its needs to the public through advertising in the general magazines. Every school administrator in some measure will be aided by this program while every manufacturer selling the school market will profit. Without public approval and support, the administrators' efficiency is impaired and schools cannot afford educational equipment or supplies from any manufacturer. Schools will progress and prosper in direct proportion to public support. The exhibits of school accounting machines, testing machines, calculators, and typewriters of improved design were impressive. A new calculator, fully automatic and portable, was announced for the first time.

School administrators planning new school construction and the purchase of major building equipment were offered the opportunity of getting firsthand information on acoustical materials, flooring, sound-distribution systems, blackboards, automatic program clocks, window shades, and automatically controlled heating and ventilating systems. An opportunity was offered to compare the different writing surfaces including slate, glass, composition, as well as the new white and colored boards shown for the first time with their special soap base, and unbreakable, dustless crayons. Architects, school boards, and school administrators faced with a building program, will welcome the announcement of John J. Nesbitt, Inc., manufacturers of heating and ventilating equipment, that they guarantee current prevailing prices on all bona fide orders delivered within 12 months from the placing of the order.

The maintenance of school buildings, involving cleaning materials, janitor supplies, floor scrubbing machines, paints, vacuum cleaning machines, and central cleaning systems were fully covered by exhibits and demonstrations.

Great Variety in Exhibits

The thousands of school administrators who took advantage of the exhibits at the A.A.S.A. Convention in Atlantic City were well rewarded. Their school systems will profit. The school administrators who could not be present suffered a distinct loss.

An alphabetical list of products or services exhibited at the convention, with the number exhibiting in each group, follows. Anyone interested in the names of the exhibitors can secure them upon request from the AMERICAN SCHOOL BOARD JOURNAL.

Accounting machines	4
Acoustical products	2
Architects	1
Art materials	12
Athletic equipment	4
Automobiles and buses	6
Aviation education and materials	4
Blackboards	6
Book clubs	1
Book covers	1
Books	90
Building maintenance materials	16
Cameras	4
Character and guidance materials	5
China	1
Commencement materials	4
Desks and seats	7
Dictating machines	3
Display fixtures	1
Door closers, latches, locks	6
Duplicating equipment	4
Embossing equipment	1
Films and slides	23

Fire alarm systems	4
Floor coverings	2
Food products	5
Furniture	18
Gowns and uniforms	6
Handwork materials	3
Hearing aid devices	1
Heating and ventilating	1
International ed. problems	1
Janitor supplies	14
Jewelry and trophies	1
Kindergarten materials	4
Laboratory apparatus and supplies	10
Lab., library, and voc. furniture	8
Language teaching aids	2
Library services and supplies	3
Life insurance	2
Lighting	2
Locker, cabinets, shelving	3
Magazines, periodicals	23
Maps, globes, charts	7
Measuring, scoring devices	4
Music materials, equipment	1
Office equipment	11
Paints	2
Pencils and pens	6
Pencil sharpeners	2
Pennmanship systems	2
Photographs and photography	2
Pictures	1
Printing equipment	1
Projection machines and equipment	19
Radio broadcasting	2
Radio equipment	3
Safety education materials	11
Scholarship plan	1
Schools	1
School supplies	23
Sewing machines	1
Sight measurement devices	2
Sound distribution systems	8
Sound recording equipment	7
Special teaching materials	14
Stage equipment	1
Teacher placement	3
Tests and measurements	11
Time signaling systems	3
Typewriter machines	5
Vacuum cleaners	3
Windows	1
Window shades	2

THE SHORTAGE OF TEACHERS

Supt. Paul L. Essert, Grosse Pointe, Mich.

The present shortage of teachers may be attributed partially to shortcomings of the superintendents and partially to extraneous forces operating in the community.

There is no question but that the teacher shortage is acute. Not only are teachers leaving the profession who have spent long years of service in it, but the teacher colleges of the nation are not optimistic over the possibilities of bridging the gap with newly trained candidates for teaching positions for several years to come. In addition to this, the nation faces an unprecedented increase in the demand for educational services from nursery school through college.

The major causes that seem to be behind this problem of teacher shortage may be summarized briefly as follows:

1. The practical attractions, such as salaries, tenure, pension, sick leave, schedules, work load, etc., are not attractive enough to hold many in the profession.

2. Living arrangements, a general attitude of people in the community toward the teachers: in other words, the social attractions seem to be a basic cause for teachers to leave the profession.

3. Current studies and statements of teachers and teacher organizations point out the need for more freedom for the teacher, both academically and in the participation and formulation of school policy, and for recognition of merit in the teaching career.

4. Finally the teacher shortage has been caused by a lack of stimulating and careful guidance of young people toward the teaching profession.

There is undoubtedly an inadequate knowledge among young people as to the many ways in which creative and social interest can be met in the profession.

REMEMBER ME?



The school bell's out-of-date. And so are cleaning methods of its day!

Modern times call for *different* cleaners for *different* purposes—a demand which Wyandotte Cleaners meet to perfection.

Wyandotte Cleaners are *specialized*—scientifically manufactured to solve every difficulty of maintenance or culinary cleaning quickly, safely and economically.

WYANDOTTE DETERGENT—The all-around cleaner for any surface on which water can be used. Rinses

freely, leaving no slippery film or residue.

WYANDOTTE F-100*—An *all-soluble* cleaner particularly suited to washing painted surfaces and floors of all kinds. Effective for dewaxing floors . . . removing heel marks.

WYANDOTTE KEEGO*—For dishwashing by machine—in water of any degree of hardness. Washes stains away quickly, rinses freely, helps keep machines free from scale.

WYANDOTTE H.D.C.*—For washing dishes by hand. A sudsy cleaner

containing soap. Ideal for softening water and removing grease.

WYANDOTTE NEOSUDS*—The sudsy but soapless cleaner for washing glassware. Works well in hard or soft water. No toweling is necessary.

If you'd like to know more about the advantages of Wyandotte Cleaners, just call in your Wyandotte Representative. He'll be glad to give you the benefit of his training and experience—backed by long and exhaustive Wyandotte research.

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Besides bringing out sharply and distinctly all the detail in the film, Holmes machines reproduce sound effects in a true, natural manner — with utmost fidelity to the original. Ease of threading, ball-bearing mechanism, durable, precise construction, add up to a machine that insures you the highest standard of excellence.

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Presents
in the 1947 Summer Session
Instruction: June 23 to August 15
Registration: June 20-21

For Principals and Superintendents:

Introduction to educational supervision; Principles of educational supervision; General administrative problems of the modern school; Administration of school personnel; Financial support of public education; Business management of local schools; School buildings and school-building programs; Legal aspects of school administration; Seminary: School administration; Administration of school public relations.

Institute on Vocational Rehabilitation	July 7-11
Visual Education Institute	July 14-18
Public Service Radio Institute	July 28-August 6
Institute for Superintendents and Principals	July 21-25
Institute on School Buildings	August 5-7

For complete information, address

The University of Wisconsin
Madison 6, Wisconsin

SCHOOL BUILDING MODERNIZATION

(Concluded from page 47)

To this, Commissioner Campagna added that the improvement derived from modernization and rehabilitation would prolong the life of the older buildings and make a definite addition to their capital value.

The three officials argued that major alterations or physical betterments were a proper capital expense, and should not be made a charge against repair funds. They found references in the city charter and city laws with respect to the use of capital funds for this type of work. They also discovered that the Department of Hospitals, Parks and Markets had been granted capital funds for major alterations. Why not, therefore, for education? they asked.

Typical Betterments Needed

A list of typical structural betterments was prepared which revealed that while funds for their purpose were taken from the repair account, similar projects for other city departments were listed under capital budget expenditures. Some of these projects included:

- Removal of outside toilets
- Modernization of interior toilets
- Repiping of water and steam lines
- Installation of new boilers and ventilating equipment
- Modernization and enlargement of cafeterias
- Demolition of old buildings
- Construction of new playgrounds
- Modernization of electrical equipment
- Modernization of entire buildings to eliminate obsolete facilities and provide modern plant facilities in conformance with new building practice

After consultation with many staff members, modernization for school purposes was defined as follows:

The modernization of a schoolhouse obviously is related to an existing building which does not meet certain educational requirements but which has enough value in plan, character of construction, and nature of utility services to form the basis for a school to meet present-day needs. Modernization differs from the repair of buildings in that it does not merely imply changes of ordinary upkeep. Modernization includes three types of major change:

1. Here are included changes in major spaces like the auditorium, the gymnasium, the cafeteria, or additions of special rooms or special facilities, such as guidance rooms or shops. It does not mean altering the entire interior of a building, but it does involve the better adjustment of existing spaces to present-day needs.

2. Modernization, as related to the utility services, means bringing these services up to present-day standards. For example, it means the rehabilitation of the lighting system and toilets. It may require the replacement of boilers. Here the criterion is replacement rather than the repair of an existing item.

3. Modernization may involve a major change in design. A roof may be altered, porticos may be taken off, and the immediate approaches to the building may be changed. As a rule, modernization planned for the New York City schools includes very little of this type of repair.

Wherever modernization has affected the interior or the exterior of a structure so that new plastering, new painting, or new minor changes are required, such, of course, will be included in the modernization program. Modernization is not thought of, in any sense, as a substitute for the current repair and maintenance programs.

How Work Is Planned

Commissioner Campagna quickly won the support of his fellow school board members to his declaration that repair funds should not

be utilized for major improvements. At their request, he carried the campaign to the fiscal authorities, where he succeeded in obtaining a capital allocation of \$1,000,000 in 1946. With a change in city administration, he pressed for more funds, and in the current capital budget there appears an item of \$1,500,000 for modernization work, which is expected to be increased by another \$1,000,000 or more before the schools reopen in the fall.

All modernization work in the New York City schools is planned by the Bureau of Construction, which is under Superintendent Engelhardt's supervision. Before plans are started, a joint inspection of each project is made by representatives of the Bureau of Plant Operation and Maintenance and the Bureau of Construction to determine the extent of the work required. Recommendations are then submitted by the Bureau of Plant Operation and Maintenance to the Division of Housing for inclusion in a Program of Requirements submitted to the Committee on Buildings and Sites for approval.

At the present time, 15 projects in the initial group of modernization jobs are in various stages of planning, and four are about to be advertised for bids. Most of the work is to be concentrated in Manhattan, where crowded neighborhood conditions make difficult the erection of new buildings or additions to existing schools.

The modernization program, according to local officials, should return a threefold gain: It should insure (1) a continuing modernization schedule, (2) a steady flow of ordinary repair work, and (3) the eventual elimination of the disturbing and distressing backlog.

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RIGHTS OF PARENTS

(Concluded from page 29)

as part of the daily exercise. . . .¹⁵ The Gobitis children refused because they believed "the act of saluting the flag contravenes the law of God." In his dissent in the Supreme Court, the late Justice Stone concurred with the appellate court in opposing a "compulsory expression by children in the violation of their own . . . convictions."

The principle and practice of legislating a compulsory flag salute in the schools has been bandied about considerably by the federal courts.¹⁶ In 1942 the High Court reversed its 1940 decision and ruled that the state could not compel children by statute to salute the flag in the school.¹⁷

Concurrent with, and supplementary to the control of education by the government, according to the high federal courts, are the rights and duties of the parent in the control of the education of his children. The rights, privileges, personality, and individuality of the child also must be respected. The general social welfare of the group and the welfare of the individual must be finely balanced.

A review of federal court decisions concerning those educational problems which have come before the judges and justices indicates that the jurists have been acutely aware of and sensitive to the welfare of the child, and have at the same time exhibited a corollary concern for the welfare of society as a whole.

¹⁵Minersville School District v. Gobitis, 310 U. S. 586, 84 L. Ed. 1375, Pennsylvania, 1940.

¹⁶Gabrielli v. Knickerbocker, 306 U. S. 621, 83 L. Ed. 1026, California, 1939. See also: Hering et al v. State Board of Education, 303 U. S. 624, 82 L. Ed. 1529, Massachusetts, 1939. Johnson v. Town of Deerfield, 306 U. S. 621, 83 L. Ed. 1027; 307 U. S. 650, 83 L. Ed. 1529, Massachusetts, 1939. Leoles v. Landis, 302 U. S. 656, 82 L. Ed. 507, Georgia, 1937. Minersville School District v. Gobitis, 108 F. 2d. 683, Pennsylvania, 1939. West Virginia State Board of Education v. Barnett, 319 U. S. 624, 87, L. Ed. 1628, West Virginia, 1943.

¹⁷West Virginia State Board of Education v. Barnett, 319 U. S. 624, 87 L. Ed. 1628, West Virginia, 1943.

SCHOOL BOARD ASSOCIATIONS

(Concluded from page 43)

In its resolutions prepared by a committee headed by Dr. Livermore, the Council went on record as (a) recommending that school boards co-ordinate their efforts and provide leadership in solving local and state educational problems; (b) that they accept responsibility of co-ordinating educational forces in a united front for solving the educational problems in the present crises; (c) that they appeal to the citizens to support education; (d) that they encourage all board members to attend the National Council Meetings. As its immediate work the Council voted

that the policies of the National Council of School Boards Associations for the ensuing year shall include greater emphasis upon the following activities: (a) work toward broadening of the tax basis for greater financial support of the schools, including higher salaries for teachers; (b) federal aid to those states which cannot financially support an adequate educational program, including financial support of the school lunch program, the funds to be distributed within the state upon the basis of need as approved by the state; (c) encourage the Federal Government to finance the support of a school building program throughout America; (d) that the Association issue a bulletin service giving state and local school boards more information about problems of education on the national level; (e) that the executive committee be authorized to meet in executive session with expenses paid at the call of the president to consider problems of the Association.

SOFTER STRONGER SMOOTHER

MOSINEE TOWELS
STANDARD • ECONOMY • LUXURIOUS

NATIONAL SCHOOL SERVICE INSTITUTE
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Green Bay, Wisconsin
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MOSINEE **Sulphate Towels**

PREP-TOWLS • ZIP-TOWLS • TURN-TOWLS • ROL-TOWLS

While several members urged that the Council meet with the A.A.S.A., the time and place of the next convention was left to the discretion of the officers.

years he had been active as secretary of the Defense Commission.

EDWARD W. SPRY HONORED BY LE ROY BUSINESS ASSOCIATION

The LeRoy Business Association of LeRoy, N. Y., at a dinner meeting on March 13, paid tribute to Edward W. Spry, who recently retired after completing more than 35 years in the educational field, the last 18 of which were spent as superintendent of the LeRoy schools.

Mr. Spry had been a member of the businessmen's group for a number of years and a number of the younger men had been students at the LeRoy high school under his administration. It was the aim to offer appreciation of the long years devoted to the education of the youth of the area and of Mr. Spry's contribution to numerous community efforts.

The main speaker at the dinner was Matthew W. Gaffney, who succeeds Mr. Spry as superintendent, moving up from the position of LeRoy high school principal. His subject was "Impressions of an Understudy." A number of superintendents and principals from area schools also participated in the gathering.

Mr. Spry will continue to make his home in LeRoy.

Personal News

DR. DUSHANE DIES IN WASHINGTON

Dr. Donald Dushane, secretary of the N.E.A. National Defense Commission in Washington, died in that city on March 11, following a heart attack.

Dr. Dushane, who was 61, had been active in the school field during his entire life. Following his graduation from Hanover University in 1906, he accepted a teaching position at South Bend, Ind. Later he became principal at Shelbyville, Ill. In 1911 he accepted the superintendency at Madison, Ind., and in 1916 went to Clinton. He obtained his M.S. degree from Wisconsin University in 1916, and in 1918 went to Columbus, Ind., as superintendent. In 1940-41 he served as president of the National Education Association. During the past few

New Supplies and Equipment

DEVRY OFFERS NEW PAMPHLETS ON AUDIO-VISUAL EDUCATION

"Suggestions for Organizing a Functioning Audio-Visual Teaching Aids Department" is the title of a new DeVry School Service Bulletin, now available without charge to readers of the JOURNAL.

Prepared by Charles R. Crakes, DeVry educational consultant on visual teaching aids, the bulletin covers in concise form 14 basic steps in setting up a functioning audio-visual teaching aids department. Copies of the pamphlet are available.

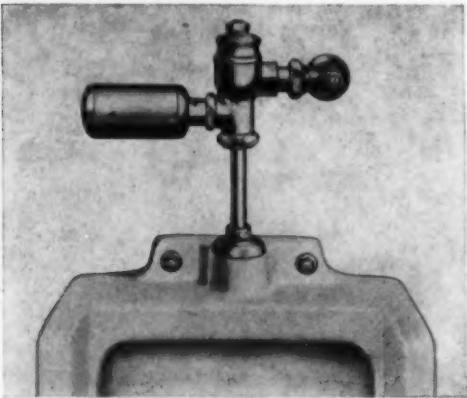
DeVry Corporation, 1111 Armitage Ave., Chicago 14, Ill.

For brief reference use ASBJ-401.

NEW SLOAN AUTOMATIC FLUSHING SYSTEM

The Sloan Valve Company has developed a new method for automatically flushing urinal flushometers, which eliminates hand operation and insures more hygienic conditions in public and semipublic toilet rooms.

The heart of the flushing system is a remote-control, electric time-clock mechanism, which



New Electric Sloan Flusher

accurately controls the time between flushes. A motor operator, mounted in place of the standard handle assembly, actuates the flushometer. Each flushometer operates once every five minutes through the day and once every hour at night. Tremendous quantities of water are saved over other types of equipment. The system operates on 60-cycle, 110-volt alternating current. It is especially suitable for use in pupils' toilet rooms in schools, educational institutions, and public buildings.

Sloan Valve Co., 4100 Lake St., Chicago, Ill.
For brief reference use ASBJ-402.

A. B. DICK ANNOUNCES STENCIL SHEET

A. B. Dick Company, manufacturers of mimeographed products, has announced a new type of cushion sheet known as Mimeograph Type White, to be used with the Mimeotype (blue) stencil sheet. The cushion sheet offers high visibility in typing and will not interfere with stencilization. Copies produced from the stencil are clear and easy to read, with sharp letter outlines.

A. B. Dick Co., 720 W. Jackson Blvd., Chicago 6, Ill.

For brief reference use ASBJ-403.

NEW SHELDON CATALOG OF LABORATORY EQUIPMENT

E. H. Sheldon & Co., Muskegon, Mich., have announced a new catalog of laboratory equipment of 358 pages, which serves as a helpful guide in the selection of equipment for industrial and vocational departments.

The booklet is sectionalized and indexed to facilitate reference to specific types of equipment. The most unusual feature is the space de-

voted to engineered suggestions for the planning and laying out of homemaking classrooms and vocational and industrial arts shops. Sturdily bound to insure durability, the handbook is the result of three years' effort and is a complete listing of Sheldon products. Specifications in the manufacture of all equipment are included.

E. H. Sheldon & Co., Muskegon, Mich.
For brief reference use ASBJ-404.

ENCYCLOPEDIA BRITANNICA FILMS SCIENCE PROGRAM

The Encyclopaedia Britannica Films, Inc., is conducting a classroom films science program on U. S. rubber telecasts over Dumont television stations in New York and Philadelphia.

A survey of listeners to the telecasts shows that 87 per cent of television set owners are enthusiastic about the possibilities of "Serving Through Science" films of the U. S. rubber program. The experiment has elicited responses that demonstrate conclusively that educational films hold high interest and serve a valuable cause.

Instructional films are expected to play an increasingly important part in future television developments, and Encyclopaedia Britannica plans to increase its activities in future television planning. The educational films division will produce six adult education films in 1947 which can be keyed in with television programs.

Encyclopaedia Britannica Films, Inc., 20 North Wacker Drive, Chicago 6, Ill.

For brief reference use ASBJ-405.

WAKEFIELD OVER-ALL LIGHTING BOOKLET

The F. W. Wakefield Brass Co., Vermilion, Ohio, has announced a new booklet, "Over-all Lighting for Schools," which is a popularized version of the scientific basis for good lighting in schools.

The booklet, which contains six pages of text and illustrations, starts with the fundamentals of lighting, explains how good lighting promotes easier seeing; it tells about the importance of adequate lighting in classrooms and how to maintain the equipment for its best performance. A copy of the booklet is available upon request.

F. W. Wakefield Brass Co., Vermilion, Ohio.

For brief reference use ASBJ-406.

REO SAFETY SCHOOL BUS

The Goodyear Tire Company, in co-operation with the Reo Motors, Inc., has conducted various tests to demonstrate the efficacy of "lifeguard" tubes in preventing blowout danger on heavy vehicles. In the tests, two exploding dynamite caps, attached to the right front tire of a Reo safety school bus, tore large holes in the tire while the bus traveled fifty miles an hour, but failed to swerve the vehicle off its course. The



New Reo School Bus Equipped with "Lifeguard" Tires.

tests were made under the worst possible conditions with the highway a glare of ice. The big bus shot down the mile-long course twice and both times the explosion ripped gaping holes in the tire carcass. Both times the inner lining of the tube held enough air to enable the driver to bring the vehicle to an easy, smooth stop. The test was entirely successful and demonstrated that bus accidents due to blowouts can be prevented.

Reo Motors, Inc., Lansing 20, Mich.
For brief reference use ASBJ-407.

ANNOUNCE DITTO ANALYSIPS

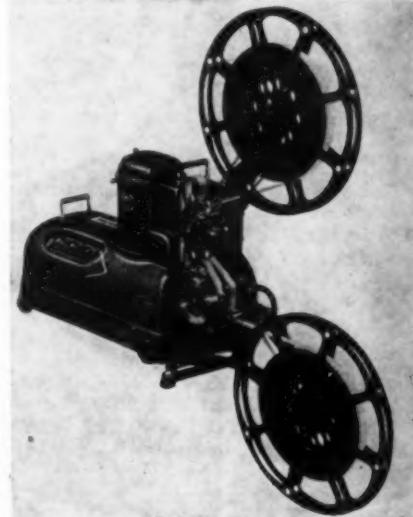
Ditto, Inc., Chicago, Ill., has announced a patented method of breaking down a list of items—item by item—on a separate sheet of paper, without rewriting. By running a set of overlapped strips called "analysips" through a Ditto duplicating machine, it is possible to pick up one item on each "analysip." As many as thirty such slips can be run through the machine at one time. The slips can be torn apart and used as desired. The analysips can be used in inventory control, in sales analyses, in stock taking, in analyses of purchases, and in catalog preparation. Ditto spaced analysips can be obtained in any size, either paper or card stock, and in any number of units, printed on one or both sides.

Ditto, Inc., 2243 W. Harrison St., Chicago, Ill.
For brief reference use ASBJ-408.

NEW AMPRO PREMIER 20 SOUND PROJECTOR

The Ampro Corporation has announced a new 16mm. sound-on-film projector, compact and easily portable for classroom and average-sized auditoriums. It is the "Premier 20," sound-on-film projector, employing an incandescent lamp as a light source.

One new feature is the swing-out gate, which permits easy inspection and cleaning of the aperture plate and pressure shoe without disturbing the focus of the projection lens. Other important features are a long-wearing roller sprocket shoe assembly, quick-centering tilting-control knob, and fast, automatic rewind.



New Ampro Sound Projector

The sound system projects light from the exciter lamp directly through semicylindrical lens, eliminating mechanical slit and mirror. Amplification is of high quality, with tone control for crisp speech reproduction. The machine has a Jensen magnet dynamic speaker, with a wide tone range and adequate capacity for use in auditoriums.

Amprosound "Premier 20" operates on 50-60 cycles, 105-125 volts, alternating current. Complete unit includes projector, speaker, lens, lamps, 1600-ft. reel, and accessories.

Ampro Corporation, 2835 N. Western Ave., Chicago 18, Ill.

For brief reference use ASBJ-409.

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June 23 to August 1.

The program of study is designed to provide a review of fundamental concepts of physics and of recent developments in the physical sciences. The college courses are conducted by the faculty of Case School of Applied Science, in co-operation with the scientific staff of the General Electric Company.

All applications for the science fellowships must be in by April 15. Teachers in Ohio, Michigan, Pennsylvania, West Virginia, Kentucky, Indiana, Illinois, Wisconsin, and Maryland are eligible.

AMERICAN SEATING ISSUES BOOKLET

The American Seating Company, Grand Rapids, Mich., has issued an interesting booklet, "Education Makes Our Freedom More Secure," which is intended as a tribute to American education.

The booklet emphasizes the importance of close co-operation between industrial management and educational authorities, as well as civic leaders, to the end that the needs and aims of education may be better served. It offers practical suggestions for making these things known to the people of the local communities. The American Seating Company is devoting its effort to the fostering of such activities and seeks to bring about a better realization of the parallel between high levels of education and high living standards.

A copy of the booklet can be obtained by writing to the American Seating Co., Ninth and Broadway, Grand Rapids 2, Mich.

NESBITT ANNOUNCES NEW PRICES FOR UNIT VENTILATORS

To encourage the resumption of school construction, John J. Nesbitt, Inc., Philadelphia, has announced a policy of firm prices, effective immediately, on orders for Nesbitt Syncrétizer unit ventilators, thermovents, and accessories, including storage cabinets which with the Syncrétizers make up Nesbitt "packages."

The new policy guarantees current prevailing prices on bona fide orders for equipment placed for specific building projects on which the purchaser agrees to accept delivery within a 12-months' period.

In announcing the new price policy, Albert J. Nesbitt, president of the company, said: "It is our hope that the action will encourage other manufacturers of school equipment to take a similar step, and thus exert an effective leverage on the school construction program waiting for assurances of firm prices."

WYANDOTTE CHEMICALS HOLD REFRESHER CLINIC

Representatives of the J. B. Ford Division of the Wyandotte Chemicals Corporation are attending service refresher clinics. C. B. Robinson, vice-president in charge of sales, accompanied by home office executives, is directing a program covering product "stretching" uses of Wyandotte products in the food and beverage, laundry, industrial, and maintenance industries. Wyandotte clinics are being held in New York, Pittsburgh, Atlanta, Chicago, Kansas City, and Indianapolis. These three-day refresher courses covering service methods and equipment help insure Wyandotte customers the most for their money from the service angle.

Progress of the Wyandotte Chemicals' \$25,000,000 expansion program is reported at each clinic. During the sessions bottle washing, dairy sanitation, dishwashing, and building maintenance are stressed. Particular emphasis is placed on Wyandotte steri-color for germicidal use, and Wyandotte wax, the newest Wyandotte product.

Advertisers Products and Services

Advertisers in this index are given a code number in addition to the page number on which the advertisement appears. Refer to the advertisement for product or services available. Write direct to advertiser or use the coupon in requesting information from a number of advertisers.

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40 Aluminum Company of America..4th cover		430 Macmillan Co., The.....	56
41 American Floor Surfacing Mach. Co.... 79		431 Medart Mfg. Company, Fred.....	10
42 American Radiator & Standard Sanitary Corp..... 13		432 Minneapolis-Honeywell Regulator Co.....3rd cover	
43 American Seating Company..... 55		433 Mount Vernon Public Schools..... 84	
44 Ampro Corporation, The..... 77		434 National Cash Register Company..... 61	
45 Automatic Pencil Sharpener Co..... 66		435 National Chemical & Mfg. Co..... 12	
46 Bay West Paper Company..... 85		436 National Lock Company..... 10	
47 Beckley-Cardy Company	64	437 Nesbitt, Inc., John J..... 14	
48 Bendix-Westinghouse Automatic Air Brake Co.	73	438 Owens-Corning Fiberglas Corp..... 2	
49 Binders Board Manufacturers..... 60		439 Owens-Illinois Glass Company..... 4 & 5	
410 Bruce Publishing Company..... 83		440 Page Fence Association..... 76	
411 Churchill Mfg. Company..... 6		441 Peabody Company, The..... 76	
412 Continental Car-Na-Var Corp..... 88		442 Pittsburgh-Des Moines Steel Company... 11	
413 Crane Company	9	443 Premier Engraving Company..... 84	
414 Detroit Steel Products Co..... 1		444 Professional Directory	8
415 DeVry Corporation	59	445 RCA Victor Div. Radio Corp. of America	51
416 Dick Company, A. B..... 3		446 Reo Motors, Inc..... 71	
417 Ditto, Incorporated	84	447 Schermerhorn Teachers Agency..... 84	
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419 Dudley Lock Corporation..... 84		449 Sheldon & Company, E. H..... 62	
420 Ford Motor Company..... 75		450 Smooth Ceilings System..... 12	
421 General Electric Company..... 7		451 Straubel Paper Company..... 80	
422 Graubard's, Inc..... 84		452 Underwood Corporation	57
423 Hamilton Manufacturing Co..... 69		453 Universal Bleacher Company..... 12	
424 Heywood-Wakefield Co..... 63		454 University of Wisconsin..... 82	
425 Hillyard Company, The..... 68		455 Vestal Chemical Company..... 72	
426 Holden Patent Book Cover Co..... 53		456 Victor Animatograph Corp..... 2nd cover	
427 Holmes Projector Company..... 82		457 Wayne Iron Works..... 6	
428 Huntington Laboratories, Inc..... 78		458 Westinghouse Elec. Corp..... 70	
429 International Harvester Company..... 67		459 Wyandotte Chemicals Corp..... 81	

The advertisements in this issue have been given a code number for your convenience in requesting information on products, services, booklets, and catalogs offered. Encircle the code number of the advertisement in which you are interested, clip and mail the coupon to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention. BRUCE-MILWAUKEE.

THE AMERICAN SCHOOL BOARD JOURNAL

540 North Milwaukee St., Milwaukee 1, Wis.

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CAR-NA-VAR VACUUM CLEANER

... According to Independent Testing Laboratory Report!

That's the remarkable performance turned-in by Car-Na-Var in recent tests conducted by an authoritative, independent university organization. Yes, of all cleaners tested, the new, silent Car-Na-Var Vacuum Cleaner removed more dirt per minute than any other machine!

Never before has a portable heavy-duty vacuum machine offered such powerful cleaning action plus such quiet, efficient operation. Designed for both "wet" and "dry" pick-up, the new, silent Car-Na-Var is the ideal machine for hospitals, hotels, schools, offices and other buildings where fast, quiet, efficient cleaning is essential. Reversible squeegees inside the nozzle—an exclusive Car-Na-Var feature—helps increase cleaning efficiency! New compact design makes the Car-Na-Var easy to use . . . easy to keep clean. Sturdy construction means trouble-free operation . . . long life.

Write for free circular that fully describes this remarkable Car-Na-Var Vacuum Cleaner.

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